



# CRS

## ANNUAL REPORT

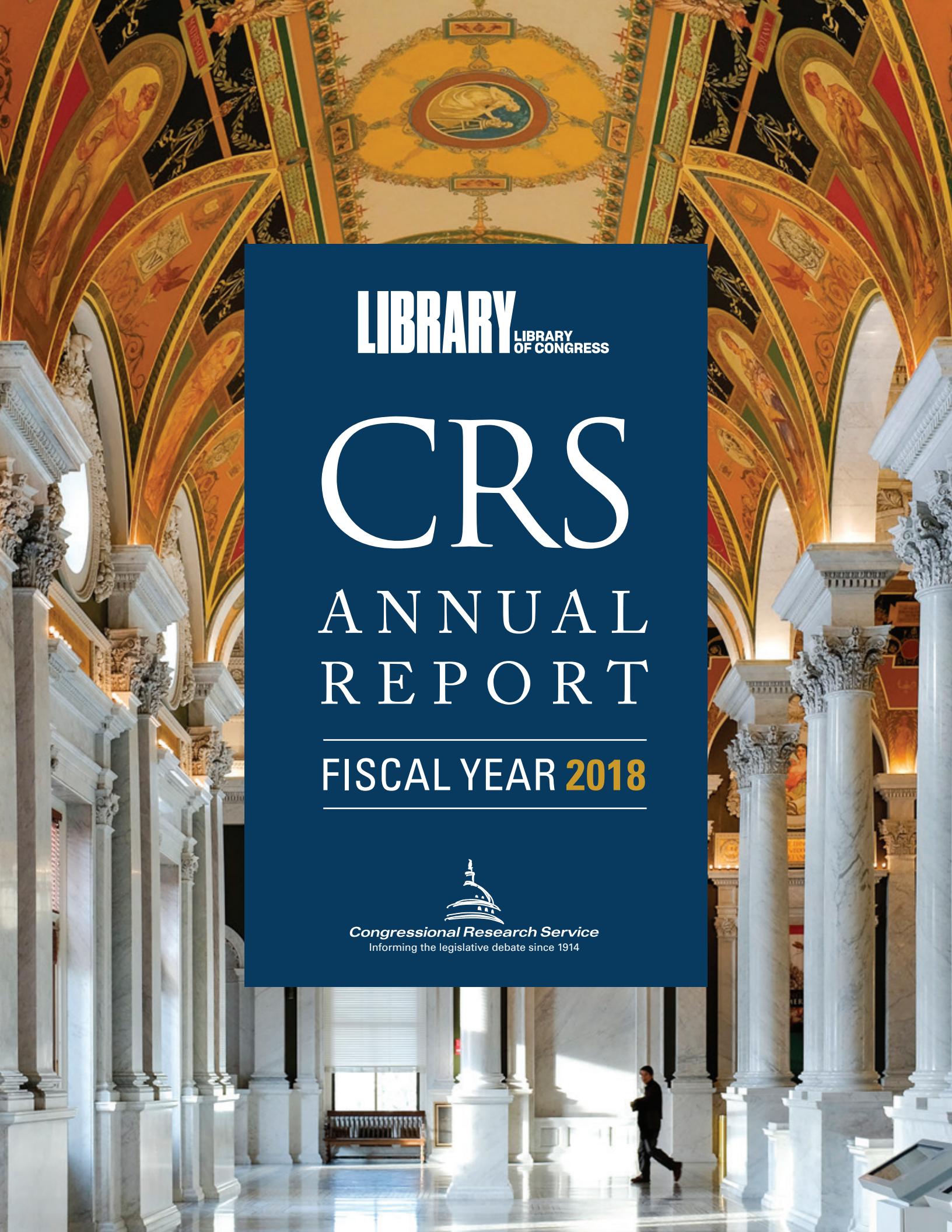
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FISCAL YEAR **2018**

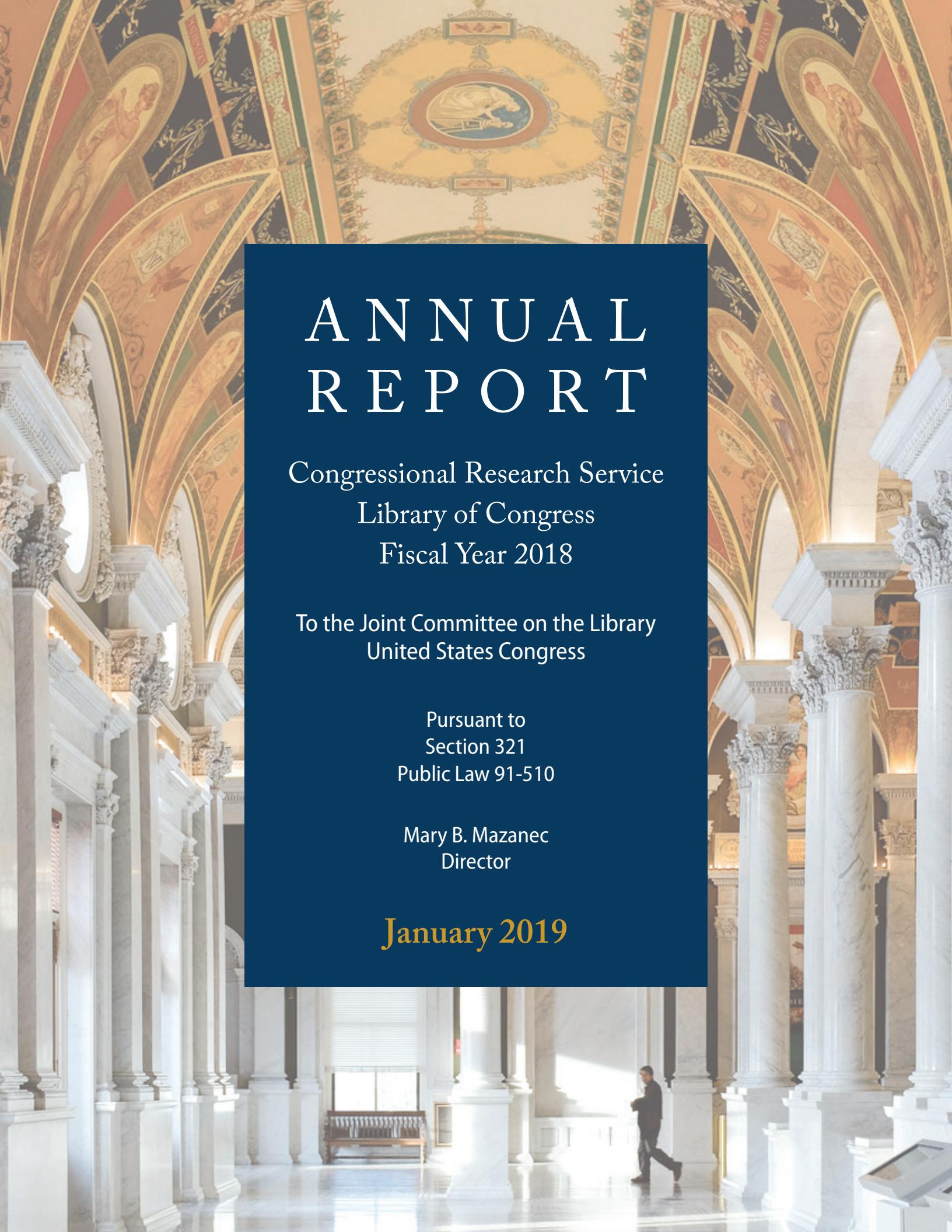
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**Congressional Research Service**  
Informing the legislative debate since 1914







# ANNUAL REPORT

Congressional Research Service  
Library of Congress  
Fiscal Year 2018

To the Joint Committee on the Library  
United States Congress

Pursuant to  
Section 321  
Public Law 91-510

Mary B. Mazanec  
Director

January 2019



Congressional Research Service  
Library of Congress  
101 Independence Avenue, S.E.  
Washington, DC 20540

The annual report is prepared by the Office of the Director, Congressional Research Service,  
Library of Congress, 202-707-5700, communications@crs.loc.gov

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# LETTER FROM THE DIRECTOR



Mary B. Mazanec, *Director*

**CRS** exists to serve Congress. From the enactment of legislation in 1914 establishing the Service, to the Legislative Reorganization Act of 1970 and into its second century, CRS has served as a vital source of nonpartisan, objective, confidential and authoritative information, research and analysis. We continue to evolve and transform the organization to ensure that we are best positioned to support a 21st century Congress as it grapples with critical legislative and legal issues. This report highlights our accomplishments in fiscal 2018 in support of our mission, which remains the focus of all of our work.

Fiscal 2018 was a busy and productive year. CRS offered significant support to Congress every step of the way, working closely with lawmakers as they worked to reauthorize the farm bill, the Higher Education Act, the Pandemic and All-Hazards Preparedness Reauthorization Act and the Federal Aviation Administration Reauthorization Act. CRS assisted Members in addressing a variety of issues, such as the confirmation of a new Supreme Court justice, federal emergency-management challenges brought on by multiple severe natural disasters and the growing opioid crisis. Also of note was the Service's work in foreign affairs, including analysis on Russia and sanctions policy, North Korea, nuclear and ballistic missile threats, the Iran nuclear agreement and U.S. decision to withdraw from it, and a long list of other critical issues. Experts provided guidance on the legislative process and administrative rulemaking and the annual appropriations resources, and CRS offered a robust roster of webinars, seminars and institutes, including a public policy series, a series on the legislative process, the popular Federal Law Update series, which has been offered for more than three decades, and a series on disruptive technologies.

The Service supported the Library in its strategic planning efforts and worked internally to set a new strategic direction for CRS, a direction that aligns with the Library's goals

to enhance service, expand access and optimize resource utilization. To that end, and with Congress's support, the Service has been able to expand its workforce—our most critical asset—and attract exceptional talent. We also embarked on a significant modernization of our IT systems, in order to create a new, agile and flexible infrastructure that will allow us to improve efficiency in CRS operations and create innovative products to meet the needs of Congress.

In fiscal 2018, CRS launched or continued several initiatives in the areas of human resources management, knowledge management, policy and guidelines, and communications. Notably, and pursuant to the Consolidated Appropriations Act of 2018, CRS worked in consultation with the Librarian of Congress to establish and maintain a public website containing non-confidential CRS reports. On Sept. 18, 2018, the statutory deadline, the public website launched with more than 600 reports.

It is an honor and privilege to serve Congress throughout the legislative process. Looking forward, the Service will continue to find ways to improve and adapt, while remaining the foremost source of nonpartisan, objective and authoritative research for Congress.



From left, Cohen, Seifert, Grove, Gassie, Hurst Weber, Halstead, Mazanec, Lewis, DiFolco, Shrestha, Shea, Moodie

## LEADERSHIP

**Mary B. Mazanec**  
Director

**T.J. Halstead**  
Deputy Director

**Catherine Hurst Weber**  
Counselor to the Director

**Robin D. Grove**  
Coordinator of Review

**Francois A. DiFolco**  
Associate Director  
Administrative Operations

**Cliff Cohen**  
Associate Director  
Congressional Information and Publishing

**Karen J. Lewis**  
Assistant Director  
American Law

**Laura B. Shrestha**  
Assistant Director  
Domestic Social Policy

**Michael Moodie**  
Assistant Director  
Foreign Affairs, Defense and Trade

**Jeffrey W. Seifert**  
Assistant Director  
Government and Finance

**Lillian W. Gassie**  
Assistant Director  
Knowledge Services Group

**Dana A. Shea**  
Assistant Director  
Resources, Science, and Industry

# MISSION

To serve Congress with the highest quality of research, analysis, information and confidential consultation to support the exercise of its legislative, representational and oversight duties in its role as a coequal branch of government.



# VISION

CRS is the premier source of research and analysis  
for the first branch of government.



# CORE VALUES

Confidentiality ★ Objectivity ★ Nonpartisanship ★ Authoritativeness ★ Timeliness





## SERVING CONGRESS

The first of CRS's two directional goals is to:

### **Enhance service and expand access for all of Congress**

Service to the U.S. Congress remains at the core of the Library's mission. CRS plays a critical role in this effort by providing nonpartisan, objective and authoritative research and analysis exclusively to Congress. As the Library implements its fiscal 2019-2023 strategic plan, CRS will be well-positioned to support the Library's goals of "expanding access" and "enhancing services."

Building on more than a century of experience, CRS continues to innovate and develop thoughtful approaches to supporting Congress in its legislative, oversight and representational duties. Over the past several years, the Service has expanded its product portfolio in response to congressional feedback and anticipated needs. Today, as a result of these efforts, Congress can access CRS short-form reports, multimedia and social media on demand. The "Products and Services" section that follows on page 6 describes these in detail.

The Service provides expertise in every area of interest to Congress: American law, domestic policy, foreign affairs, government, and science and industry. In this report and on our website for Congress, our products are organized around 23 issue areas designed to align with congressional portfolios. From Agriculture and Food to Workforce and Labor, our accomplishments in each issue area are highlighted in "Major Issues," page 19.

# PRODUCTS AND SERVICES

CRS offers personalized, tailored services; analytical and informative products in a variety of formats; website-based features; social media and email distribution lists; as well as signature programs and events.

## CUSTOM SERVICES

### Custom Products and Services

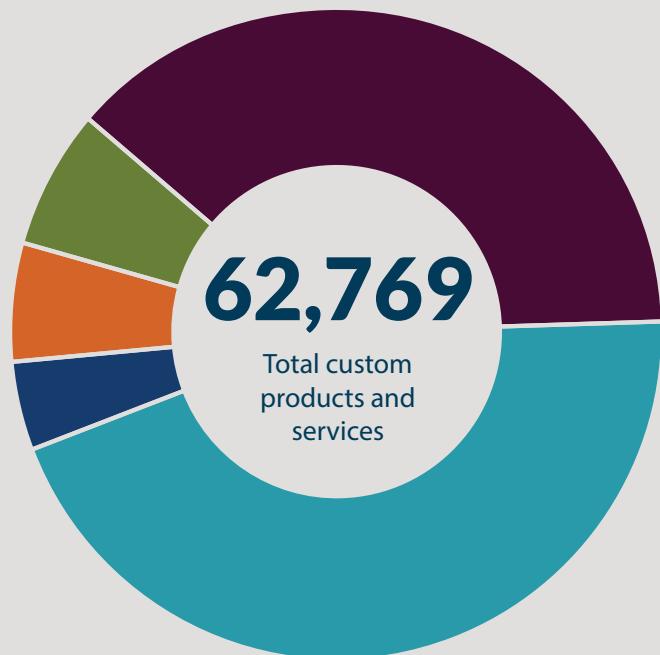
**24,031** Telephone responses

**4,305** In-person briefings,  
consultations and testimony

**3,658** Background and  
miscellaneous services

**2,741** Confidential memoranda

**28,034** Email responses



**99%** of Member/standing committee offices  
received custom CRS services



## Briefing Books

The Service prepares briefing books for use by congressional delegations traveling abroad. These materials support specific purposes of a congressional trip and may include maps, selected products such as CRS reports, tailored writing on background and current issues regarding U.S. relations, and questions Members might ask when meeting with government and other officials.

## Confidential Memoranda

CRS prepares confidential memoranda to fulfill specific congressional requests. These memoranda are prepared for the use of the requester and are not distributed further unless the requester grants permission. This format is often used by analysts throughout CRS as well as by attorneys, for example, to respond to highly focused inquiries about the legal implications of statutory provisions, proposed legislation or executive actions.

## Staff Briefings

Briefings for Members and congressional staff—

individually or in groups—constitute another form of tailored response to congressional inquiries. These briefings might focus on bills in formulation, foreign or domestic policy issues before Congress, the legislative process, congressional operations or general orientations to CRS services and products.

## Telephone, Skype and Email Responses

CRS staff are directly accessible by phone, Skype or email, and, on a given day, the Service provides numerous responses through these modes of communication, ranging from quick consultations to briefings and interactive discussions. In these instances, CRS's goals are to provide expertise, ease of access and a personalized timely response.

## Testimony

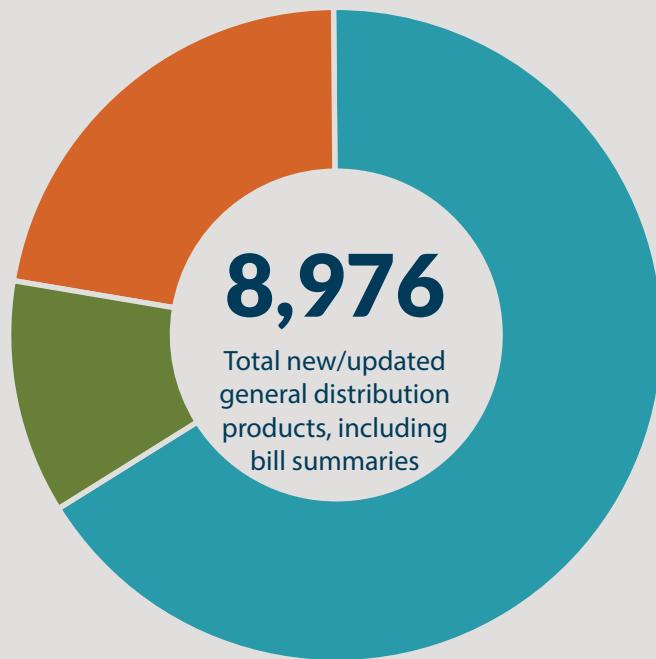
CRS staff provide expert testimony at hearings at the request of congressional committees and subcommittees. Written statements of testimony are available on CRS.gov.



## REPORTS AND RESOURCES

### General-Distribution Products

- 5,946** Bill summaries in LIS/Congress.gov
- 1,994** Updates to CRS reports and other products
- 1,036** New CRS reports and other general distribution products



**7,074** CRS reports and product titles available at year end



## Appropriations Status Table

CRS librarians author and update content on the Appropriations Status Table by closely monitoring appropriations activities and by incorporating information from analysts across CRS. The Appropriations Status Table is available for congressional clients on CRS.gov and is perennially one of the most viewed products on the website. Reasons for its popularity include that it displays congressional documents and CRS content in one place, aggregates and describes key congressional activities, and is updated almost immediately after activities occur and content becomes available. During days when appropriations activities are occurring in Congress, updates are often published multiple times per day. Members and congressional staff can now use the table to research 20 years of normalized historical information on appropriations, back to fiscal 1999.

## Bill Summaries

CRS produces summaries for all introduced bills and most versions of bills as they move through the legislative process. Analysts interpret existing law and write abstracts of all introduced bills, explaining new programs and how current law would be modified or appended. These summaries can be found on Congress.gov.

## Congressional Distribution Memoranda

The Service prepares congressional distribution memoranda when the interest of a relatively small number of congressional readers is anticipated or when the transiency of an issue or product make its inclusion as a listed report inappropriate. If an issue becomes important to a larger congressional audience, the memorandum may be recast as a report.

## Constitution Annotated

For more than 100 years, the Constitution of the United States: Analysis and Interpretation (commonly known as the “Constitution Annotated” or “CONAN”) has provided Congress and the public with definitive analysis

and interpretation of the U.S. Constitution. Mandated by law, entrusted by Congress to the Librarian of Congress and delegated to the Service, CONAN—the national Constitution of record—documents in an objective, authoritative and nonpartisan manner how constitutional interpretations and applications have evolved over time. During the past fiscal year, CRS continued with plans to modernize CONAN. A team of CRS legislative attorneys, working with a new organizational structure for CONAN, replaced approximately 440 pages of old content with new content. CRS consulted with the Office of the Chief Information Officer on a new web platform so that the Library may release a new CONAN website.

## CRS Written Products

The Service prepares reports, analyses and studies on specific policy and legal issues of congressional interest. These reports clearly define topics in legislative contexts. The basic requirements of these and other written products include relevance, as well as compliance with CRS core values, including authoritativeness and objectivity. Analysts define and explain technical terms and concepts, frame issues in understandable and timely contexts, and, in some instances, provide appropriate and valid quantitative data. Written product types include:

- **Reports:** Comprehensive research and analysis on the range of issues before Congress
- **In Focus:** Short, two-page documents providing a quick overview or primer on a topic
- **Infographics:** Visual representations that bring clarity to complex processes and topics
- **Insights:** Short analyses of current topics of interest to Congress
- **Legal Sidebars:** Brief examinations of recent developments in the law
- **Testimony:** Written statements of CRS experts called before Congress

## PRODUCTS AND SERVICES ▶ REPORTS AND RESOURCES

## Multimedia

The Service provides a variety of multimedia products to Congress. Videos of public policy and budget briefings, educational seminars and special events are available on demand to congressional staff on DVD or online. CRS posted 55 videos to CRS.gov during fiscal 2018, including short-format videos on aviation policy and funding and the incoming Federal Reserve chairman and promotions for the Federal Law Update series. Other videos included reviews of the 2017 Supreme Court term and a preview of its 2018 term, a series on emerging and disruptive technologies, the upcoming North Korea

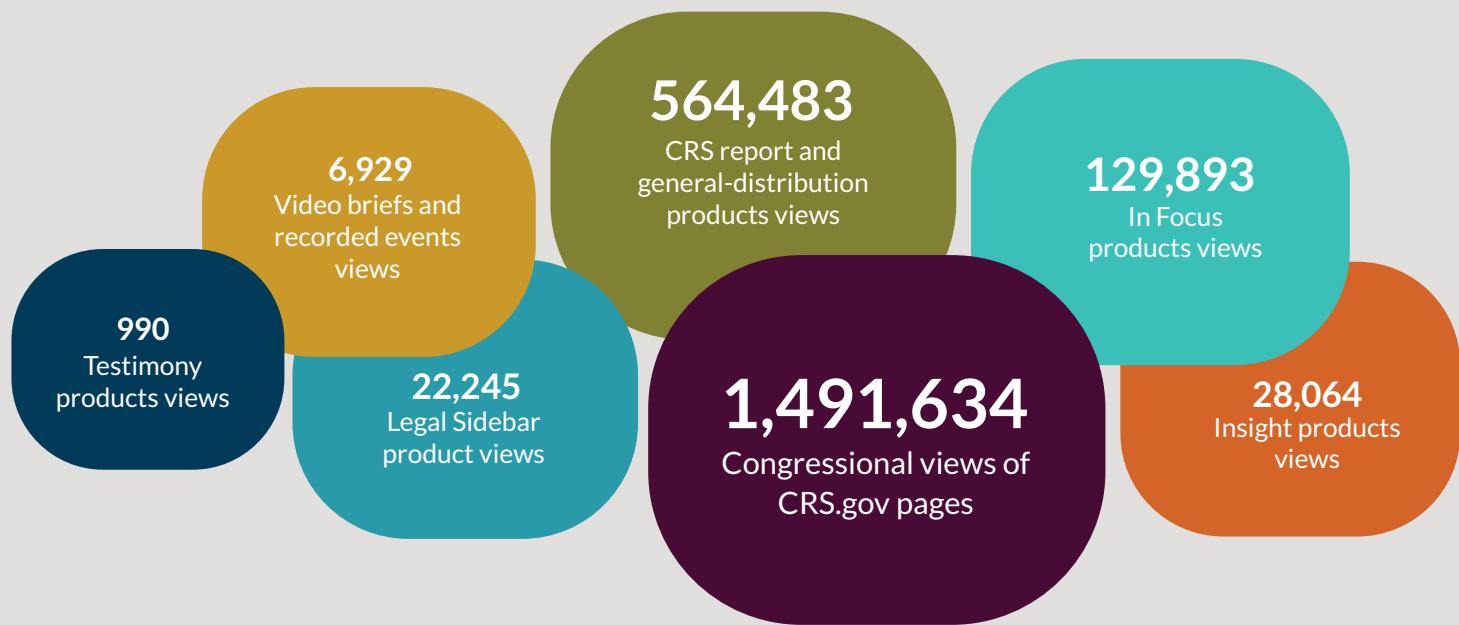
summit and highlights of the just-completed China Parliament. Also posted were 14 sessions of the Federal Law Update. Forty-nine recorded seminars on DVD were distributed to clients. The Service also continued to provide two hours of television programming each weekday on the Senate closed-circuit television system. CRS continued its development of podcasts in fiscal 2018. Podcasts allow congressional clients to listen to analysts discuss legislative issues in their respective research areas. Podcast topics included an overview of regional dynamics in South Asia and a primer on congressional oversight of the Department of Defense.



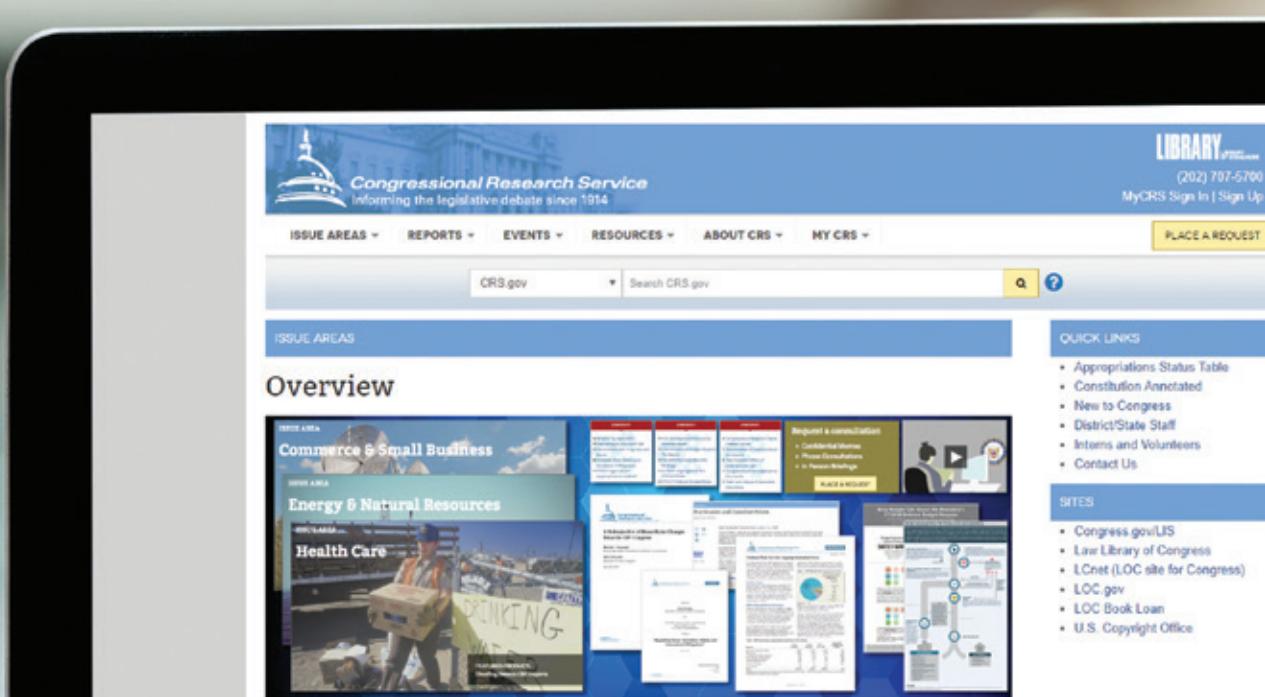
Michael Moodie, assistant director, Foreign Affairs, Defense and Trade, and Pat Towell, specialist in U.S. defense policy and budget, record a podcast.

# WEBSITES

## CRS.gov activity stats



<sup>1</sup> Includes the selected highlights listed here plus other pages of CRS.gov such as the home page, issue area pages and event pages.



## PRODUCTS AND SERVICES ▶ WEBSITES

**CRS.gov**

The Service's website for Congress gives clients the ability to access a wide variety of products and resources, register for seminars, place online requests and stream video of briefings or events. Research products, in both short and long formats, are organized by issue area and are accessible via an online search. The site also contains guides to legislative procedures and resources for constituent services and other congressional office functions. The website is available on the secure internal Capitol Hill network to congressional clients and select legislative branch agencies.

**Congress.gov**

As a part of the Library's multi-departmental team, CRS contributed to continuing development and daily operations of the next-generation legislative information system platform and services on Congress.gov. Through a multi-year Library-wide strategy, Congress.gov replaces Congress's legacy legislative information system—Legislative Information System (LIS)—with a modern system. CRS provided data analysis, subject matter expertise, consultation, user acceptance testing and support for congressional users and data partners, as well

as coordinated data partner relationships. The Service also continues to support the Congress-only LIS website until equivalent capability is fully developed for the new Congress.gov. Notable features and functionality released in fiscal 2018 include enhancements to the site's usability, search forms and the ability to sort and download result sets, as well as alerts and saved searches. Access to the Congressional Record and committee information was also improved, and the modernization of the House Communications search feature was supported.

**Public Release Website**

The Consolidated Appropriations Act, 2018 directed the Librarian of Congress, in consultation with the CRS Director, to establish and maintain a public website containing non-confidential CRS reports. Upon enactment of the legislation on March 23, 2018, a Public Release Working Group was established to create an implementation plan, which was subsequently approved by Congress. On Sept. 18, 2018, the statutory deadline, the Library launched the public website with over 600 reports, exceeding the 500 reports to which CRS had committed in its implementation plan. Reports are accessible at [crsreports.congress.gov](http://crsreports.congress.gov).



## SOCIAL MEDIA AND SUBSCRIPTIONS

**20,000**

monthly Twitter impressions  
(approximate)

**3,707**

MyCRS subscriptions  
(approximate users at year end)

### MyCRS

MyCRS is a subscription feature of CRS.gov that allows congressional clients to quickly place requests online, subscribe to topics relevant to their work and save searches.

### On the Floor

On the Floor, a weekly compendium of products relevant to scheduled or expected floor action, is available on CRS.gov and by email subscription to all Members, committees, subcommittees and congressional staff. All bills and related products listed on this page link to the bills themselves on the Bill Summary and Status pages and to the products on the website. On the Floor is updated throughout the week as needed.

### Programs Newsletter

This email notification system provides subscribers with descriptions of upcoming programs and links to easily register online.

### Twitter

The CRS Twitter account, @CRS4Congress, regularly showcases timely CRS products and services. Started in 2011, @CRS4Congress is a closed account; CRS administrators approve only Members and congressional staff as followers. In fiscal 2018, the Service began using CRS-branded templates for its tweets for increased visual appeal. CRS also targeted congressional staff in email campaigns to increase its following. By the fiscal year's end, @CRS4Congress had nearly 1,000 followers, a 16 percent increase over the number of followers at the end of fiscal 2017.

## EVENTS

**8,625**

Congressional participants in seminars,  
institutes and training programs



### Federal Law Update Series

For more than three decades, the Service has offered continuing legal education credits to Members and congressional staff through its Federal Law Update (FLU) series, held in the spring and the fall. The program consists of 12 sessions offered over two weeks. Attorneys provide updates on issues of law and policy directly related to the legislative agenda.

The 2018 spring FLU, held April 17-19 and April 24-26, included the following sessions:

- Supreme Court's October 2017 Term: Examining the Court's Major Cases
- Immigration Enforcement and Discretionary Relief: Current Issues
- Special Counsel: Legal Authority and Limitations
- Litigation Reform, Class Actions and Congress

- Dodd-Frank Update: Regulatory Reform Ten Years after the Financial Crisis
- Responding to the Opioid Epidemic: Federal Efforts and Legal Developments
- Interpreting Law: When Congress Says What It Means and Means What It Says
- Constitutional Interpretation: Recent Developments and Examples
- The New Tax Law: Legal Considerations Related to What Comes Next
- Sexual Harassment and Title VII: In the Court's Hands
- Data, Territoriality and *United States v. Microsoft Corp.*
- Professional Ethics: Issues Regarding Lobbying and Integrity of Profession

The 2018 fall FLU, held Sept. 25-27 and Oct. 2-4, covered the following topics:

- Supreme Court's October 2017 Term: Examining the Court's Major Cases
- A New Term and a New Court: A Look Ahead at the Supreme Court
- The Supreme Court and Stare Decisis: Recent Legal Developments
- Immigration Enforcement at the Border: Current Issues
- International Law in the Domestic Legal System
- 2018 Midterm Congressional Elections: Recent Issues in Campaign Finance Law
- Congressional Authority to Influence and Command Agency Action
- Procurement Law: Bid Protests and Contractor Accountability
- Federalism Limits on the Federal Government's Authority: Latest Updates
- Navigating the Clean Water Act's Jurisdiction Over Discharges of Pollutants
- Affirmative Action or Obligation? How the Courts Consider Race in Higher Ed
- Professional Ethics: Confidentiality and Attorney-Client Privilege

### **Legal Instruction Programs**

Through close collaboration with the Law Library of Congress, the Service co-sponsored a series of programs on legal research for congressional staff. Topics included: using print and electronic sources to conduct legislative history and statutory research, tracing federal regulations and a general introduction to legislative research. CRS held 26 of these programs during fiscal 2018.

### **Legislative and Budget Process Institute**

Congressional staff became acquainted with the practice of legislative procedures and the congressional budget process at a series of increasingly complex institutes held at regular intervals during the course of the year. CRS staff conducted 11 introductory institutes on legislative procedures and resources and held two advanced legislative institutes and two advanced legislative process series for congressional staff. The Service conducted seven introductory programs on legislative concepts in conjunction with the House Learning Center. Seminars on the budget process, offered in 21 sessions, provided congressional staff with an integrated overview of how federal budgeting works, as well as a more advanced look at separate aspects of the process. CRS specifically tailored the District/State Staff Institutes, offered three times during fiscal 2018, to the needs of staff working in Members' home state offices. In partnership with the Senate Office of Education and Training, CRS held pre-conference institutes for state-based Senate staff.

### **Meetings With Foreign Dignitaries and Parliaments**

To better inform our work for Congress, CRS supported delegations of visiting Members of Parliament and parliamentary staff for the House Democracy Partnership. The countries that participated during fiscal 2018 included Chile, Georgia, Kyrgyzstan, Macedonia and Sri Lanka. CRS also held substantive meetings and exchanges with representatives from countries such as Argentina, China, Ecuador, Egypt, France, Georgia, Ireland, Korea, Kyrgyzstan, Serbia, Somalia, Spain, Ukraine, the United Kingdom, Uzbekistan and Vietnam, among others, and from institutions such as the European Parliament and the Royal College of Defense Studies.

### **Orientations and Briefings**

The Service hosted a number of programs for organizations that sponsored congressional fellows. Staff prepared introductory orientations on CRS services, legislative process and policy-specific briefings.

## PRODUCTS AND SERVICES ▶ EVENTS

CRS conducted 23 orientations on services for new congressional staff, 51 briefings for congressional interns and volunteers, several orientations for congressional staff to the new public site for CRS reports, and many other briefings for congressional offices and fellowship groups.

### Public Policy Seminars

The Service conducted numerous seminars for Members and staff on a wide variety of issues of interest to Congress, including the following:

- Congress and the Baseline
- Understanding the Federal Budget
- Service Member-to-Veteran Transitions: Education and Employment
- Supreme Court Term Wrap-Up
- Introduction to Federal Resources for Public School Safety and Security
- North Korea: From Fire and Fury to Historic Summit

- Sexual Harassment and Title VII—In the Court's Hands: Office Hours
- Banking Policy Issues in the 115th Congress
- Issues in the 2018 Farm Bill Debate
- Federal Research and Development (R&D) Funding: FY2019
- How CBO Produces Its 10-Year Economic Forecast, Including Its Analysis of the Economic Effects of the 2017 Tax Revision
- Recent Trump Administration Action on Trade: Office Hours
- Automobile Fuel Economy and Greenhouse Gas Standards
- The New South Asia Strategy: Views from Pakistan
- An Overview of the Renewable Fuel Standard (RFS)
- Highlights from the March 2018 Annual Session of China's Parliament



## PRODUCTS AND SERVICES ▶ REPORTS AND RESOURCES

- Middle East and North Africa: Conflicts and Issues for 2018
- Manning the Military Cyber Workforce
- Wildfire Spending Within Budget Constraints: Policy Options
- The 2018 Annual Session of China's Parliament: Constitutional Changes and Personnel Shifts
- FY2019 International Affairs Budget: Issues for Congress
- FY2019 Defense Budget: Issues for Congress
- The 2017 Tax Revision (P.L. 115-97)
- CRS Science, Technology and Innovation Experts Open House
- Colombia: Peace, Polarization and the 2018 Elections
- Understanding Bid Protests: How Effective is the Process?
- The Good, the Bad, and the Ugly of Opioids—Policy Perspectives on Opioid Use and the U.S. Opioid Epidemic
- Congressional Budget Office Methodology in Developing Cost Estimates
- The National Flood Insurance Program and Issues for Possible Reauthorization: Where Are We Now?
- The Tax Cuts and Jobs Act (H.R. 1)
- The Debt Limit and Federal Budget: Background and Issues
- Budget Control Act
- Implementation of the Federal Assets Sale and Transfer Act
- Oil Prices: Oil Supply and the Potential for Price Volatility
- Prospects for the Iran Nuclear Agreement: Questions and Answers

**Seminar Series**

The Service also presented several public policy issues in a series of seminars. The “Challenges to the Current Global Order” series included “Challenges to the Current Global Order and Implications for the Future” and “China, the United States, and the Future International Order.” CRS continued the Disruptive Technology Series with sessions that included “Commercial Spaceflight: New Technologies and Applications,” “Artificial Intelligence Innovation and Policy Considerations for the 115th Congress” and “Understanding Blockchain Technology and Its Policy Implications.”

Building on the legislative process institutes, the Service continued the “Master the Legislative Process” series. These lunch-hour discussions on legislative processes used relevant examples to illustrate the impact of rules and procedures on legislative outcomes. Geared toward experienced staff, the sessions sought to assist those who incorporate knowledge of procedures into their strategic legislative planning. Sessions included “The Hour Rule in the House,” “Conference Committees and Related Procedures,” “Advanced Topics in Senate Floor Procedure,” “Senate Rules, Procedures and Practice: Options for Pursuing Change” and “Senate Floor Procedure in Practice.”

# MAJOR POLICY ISSUES

CRS supported Congress in fiscal 2018 during all stages of the legislative process and across the range of public policy issues before Congress. This support included examining the nature and extent of challenges facing Congress; identifying and assessing policy options; assisting with hearings on policy proposals and implementation of policies; supporting congressional review of nominations and treaties; and providing products, briefings and consultations to address issues on the legislative agenda. Highlights of the year follow.

## MAJOR POLICY ISSUES

# AGRICULTURE AND FOOD

Congress took an active interest in a broad range of agriculture-related issues. Among those issues with a particularly high profile were efforts to enact new omnibus farm legislation, assessing the effect of the administration's trade proposals on the agricultural sector and analyzing federal assistance programs to respond to a series of natural disasters that had an impact on agricultural communities. In all these areas, CRS provided in-depth and objective analysis, briefings, written products and targeted consultative input that informed congressional debate and decisionmaking on these matters.

**2018 Farm Bill.** Congress's effort to reauthorize the 2014 farm bill, which was scheduled to expire in 2018, provided opportunities for frequent service to interested offices and committees on a range of topics, including conservation, commodity programs, rural development policies and programs, industrial hemp and crop insurance. CRS provided support by analyzing key program and policy provisions by title in both the House- and Senate-passed bills and by comparing individual provisions in each bill with existing law or policy and researching how provisions might affect particular groups of stakeholders and interests. CRS also offered legal analysis regarding potential enhancements to the Farm Credit System Insurance Corporation's conservatorship and receivership authorities over troubled Farm Credit System institutions, and analysis on the Supplemental Nutrition Assistance Program's work requirement proposal and potential conflicts with state law.

**Agricultural Trade.** The administration's decision to renegotiate the North American Free Trade Agreement

(NAFTA) created uncertainty for the U.S. agriculture sector over future access to Canada and Mexico, two of the three largest markets for U.S. farm and food exports. In addition to extensive consultative support, written analyses addressed various dimensions of this situation for farmers and food exporters, including U.S. agricultural trade with NAFTA partners, the potential implications for U.S. farm and food exports should the United States withdraw from NAFTA; potential increases in tariff rates on U.S. agricultural exports; and the scope of potential market losses.

**Federal Disaster Assistance for Agricultural Producers.** Natural disasters, such as a continuing drought in the Southwest, hurricanes that struck multiple U.S. states and territories, and wildfires in the West, took a toll on U.S. agriculture. Staff provided authoritative information and analyses related to agricultural losses, the operational side of new and existing federal disaster assistance programs, available funding sources and legislative options for supplemental appropriations.

# CRS created **62** new products in the area of agriculture and food.

## SELECTED PRODUCTS

### **CRS Reports**

"Agriculture and Related Agencies: FY2019 Appropriations" (R45230)

"Efforts to Address Seasonal Agricultural Import Competition in the NAFTA Renegotiation" (R45038)

"Farm Bills: Major Legislative Actions, 1965-2018" (R45210)

"Farm Policy: USDA's Trade Aid Package" (R45310)

"Federal Crop Insurance: Program Overview for the 115th Congress" (R45193)

"The House Agriculture Committee's 2018 Farm Bill (H.R. 2): A Side-by-Side Comparison with Current Law" (R45197)

"The House and Senate 2018 Farm Bills (H.R. 2): A Side-by-Side Comparison with Current Law" (R45275)

"Potential Effects of a U.S. NAFTA Withdrawal: Agricultural Markets" (R45018)

"Seed Cotton as a Farm Program Crop: In Brief" (R45143)

"USDA Export Market Development and Export Credit Programs: Selected Issues" (R44985)

### **In Focus**

"Expiration of the 2014 Farm Bill: Some Potential Implications" (IF10989)

"Farm Bill Primer: Dairy Safety Net" (IF10750)

"Proposed Reorganization of U.S. Federal Food Safety Agencies" (IF10974)

### **Insight**

"China's Retaliatory Tariffs on Selected U.S. Agricultural Products" (IN10880)

## NOTABLE EVENT

To support Congress's reauthorization of the farm bill, CRS held the event, "Issues in the 2018 Farm Bill Debate," on May 7, 2018. The program included an introduction and sessions on budget implications, commodity support programs, agriculture conservation programs, SNAP and domestic food assistance. It concluded with a question-and-answer period.

**Food Law.** Attorneys analyzed various legal issues in connection with food law, including the enforcement of the Food, Drug and Cosmetic Act; preemption of certain state food labeling standards; the limits on liability in the Bill Emerson Good Samaritan Food Donation Act; and standards of identity in foods and plant-based products.

**Industrial Hemp.** The Service provided support to offices and committees on proposals for legalizing

industrial hemp and creating a USDA program for the crop. In addition to providing close, consultative support to clients, CRS produced written analysis that addressed the history of hemp as an agricultural commodity, identified past and current restrictions on the cultivation of hemp, assessed the market for hemp products, reviewed congressional efforts to remove restrictions on growing and processing hemp, and addressed proposals to facilitate the development of a crop insurance product for hemp.

## MAJOR POLICY ISSUES

### APPROPRIATIONS

Appropriations for 2018 were approved five months into the fiscal year after passage of the Bipartisan Budget Act of 2018. Congress then moved to fiscal 2019 appropriations, completing five spending bills by the start of the new fiscal year. CRS analysts and attorneys responded to numerous questions involving a government shutdown and a funding gap, budget reform and potential spending rescissions. Analysts on the CRS appropriations team provided extensive support, from the introductions of bills to high-level conference committee negotiations.

**Appropriations Law.** Attorneys provided sophisticated legal analysis to Congress concerning “the question of whether Congress could enact legislation granting the president a line-item veto, including an evaluation of possible constitutional approaches. Attorneys answered questions regarding the possibility of a government shutdown, including the lapse of funding for the Children’s Health Insurance Program, and addressed legal issues that arose from the 2018 government shutdown. Attorneys provided in-depth research and analysis to congressional staffers on the Impoundment Control Act and the administration’s proposals to rescind certain spending under that law. Attorneys addressed a variety of other questions on appropriations law, including the parameters of the Antideficiency Act “and the availability or transfer of funds to the Department of Homeland Security for border wall construction.

**Appropriations Legislation and Procedure.** The Service maintains an interdivisional team of analysts responsible for producing the annual appropriations reports, which are among the Service’s most accessed products, and responding to crosscutting appropriation requests. The team is also responsible for maintaining and updating CRS’s most popular policy product: the Appropriations Status Table. Analysts and information professionals continued efforts to develop a database of appropriations-related legislative actions going back to the mid-1970s. This database is unique and provides the Service with the ability to quickly and authoritatively respond to congressional inquiries about appropriations legislation. Additionally, staff provided a range of products related to appropriations bills and served as resources to appropriations committees as they prepared a full-government omnibus appropriations act. CRS presented six specialized seminars on appropriations procedure, as well as a number of presentations to staff in specific appropriations policy areas.

CRS created **71** new products in the area of appropriations.



## SELECTED PRODUCTS

<b>CRS Reports</b>	"Department of Transportation (DOT) Appropriations: FY2019" (R45321)	"FY2018 Appropriations Overview: Census Bureau and Bureau of Economic Analysis" (R45140)	"The Joint Select Committee on Budget and Appropriations Process Reform" (R45111)	"Transportation, Housing and Urban Development, and Related Agencies (THUD): FY2018 Appropriations" (R45022)
"2017 Disaster Supplemental Appropriations: Overview" (R45084)	"Department of Veterans Affairs FY2018 Appropriations" (R45047)	"FY2018 Military Construction Authorizations and Appropriations" (R45217)	"Labor, Health and Human Services, and Education: FY2018 Appropriations" (R45083)	<b>In Focus</b> "FY2018 Defense Appropriations Act: An Overview" (IF10868)
"Agriculture and Related Agencies: FY2018 Appropriations" (R45128)	"Financial Services and General Government (FSGG) FY2018 Appropriations: Independent Agencies and General Provisions" (R45254)	"HUD FY2019 Appropriations: In Brief" (R45294)	"Legislative Branch: FY2019 Appropriations" (R45214)	
"Department of State, Foreign Operations and Related Programs: FY2019 Budget and Appropriations" (R45168)				

## NOTABLE EVENTS

CRS holds regular programs to help congressional staff understand the appropriations process and navigate House and Senate floor procedures for the consideration of regular appropriations bills, including appropriations-specific rules and practices, limits on content and amending, and the types of amendments that are typically offered. "Consideration of Appropriations Bills in the House," "Consideration of Appropriations Bills in the Senate" and "Overview of the Appropriations Process" were held throughout fiscal 2018.

## MAJOR POLICY ISSUES

### BANKING AND FINANCE

During fiscal 2018, Congress enacted sweeping financial legislation, the Economic Growth, Regulatory Relief and Consumer Protection Act. CRS analysts and attorneys consulted with members and staff, provided written products, crafted hearing questions and assisted with legislation for the various provisions within the Economic Growth, Regulatory Relief and Consumer Protection Act. In addition to supporting Congress on current legislative proposals in banking and finance, the Service anticipated and provided support for emerging issues, such as “fintech” and cryptocurrency.

**Cryptocurrency.** Cryptocurrency acts as money in an electronic payment system in which transactions are validated by a decentralized network of computers rather than a third-party intermediary, such as a bank. The use of this financial technology (or fintech) potentially creates certain benefits, poses certain risks and raises a number of questions for policymakers. Congress monitored developments in this rapidly evolving space and debated the appropriate policy response, and the Service supported this deliberation with new written analytical products and responses to a range of inquiries.

**Financial Regulation and Reform.** Enacted in response to the financial crisis of 2008, the Dodd-Frank Act of 2010 made a wide variety of changes to financial regulation, many of which increased regulation of financial institutions. Some have pointed to this regulation as a drag on the economy, and Congress responded with numerous hearings and bills aimed at

reforming the current system of financial regulation. In 2018, Congress passed—and the president signed into law—the Economic Growth, Regulatory Relief and Consumer Protection Act, a broad reform law that makes changes related to mortgage lending, consumer protection, regulatory relief for “community” banks, large banks, capital formation and other areas. Written products, seminars and consultations analyzed and explained the law and similar legislative proposals as they moved through the legislative process, helping Congress understand the tradeoffs inherent in such legislation. In addition, analysts and attorneys provided extensive analysis of these issues, particularly pertaining to systemic risk regulation of non-bank financial institutions and securities law, including whistleblowers, insider trading and securities litigation. Analysts and attorneys also provided in-depth analysis of other financial regulation issues, including the Bank Secrecy Act and money-laundering enforcement.

## MAJOR POLICY ISSUES ▶ BANKING AND FINANCE

**CRS created 73 new products in the area of banking and finance.**



Darryl E. Getter, specialist in financial economics, gives a presentation.

## SELECTED PRODUCTS

### CRS Reports

"Bank Systemic Risk Regulation: The \$50 Billion Threshold in the Dodd-Frank Act" (R45036)

"Capital Markets, Securities Offerings, and Related Policy Issues" (R45221)

"Economic Growth, Regulatory Relief, and Consumer Protection Act (P.L. 115-174) and Selected Policy Issues" (R45073)

"Financial Stability Oversight Council (FSOC): Structure and Activities" (R45052)

"Housing Issues in the 115th Congress" (R45296)

"Regulatory Reform 10 Years After the Financial Crisis: Dodd-Frank and Securities Law" (R45163)

"Securities Regulation and Initial Coin Offerings: A Legal Primer" (R45301)

"Tailoring Bank Regulations: Differences in Bank Size, Activities, and Capital Levels" (R45051)

"Trends in Bank Secrecy Act/Anti-Money Laundering Enforcement" (R45076)

### In Focus

"Digital Currencies: Sanctions Evasion Risks" (IF10825)

"Financial Reform: Overview of the Volcker Rule" (IF10923)

"Introduction to Financial Services: 'Cryptocurrencies'" (IF10824)

### Insight

"Credit Growth in the Current Expansion" (IN10908)

### Testimony

"Consumer Data Security and the Credit Bureaus" (TE10021)

## TESTIMONY

The Senate Committee on Banking, Housing and Urban Affairs called on Chris Jaikaran, analyst in cybersecurity policy, to testify on Oct. 17, 2017, at the hearing, "Consumer Data Security and the Credit Bureaus." His testimony discussed data security as an element of cybersecurity and risk management. Jaikaran presented analysis on how data breaches occur, described cyber incident response and offered possible options for Congress to address data security and data protection.

## NOTABLE EVENT

CRS partnered with its sister agency, the Congressional Budget Office (CBO), to provide "Banking Policy Issues in the 115th Congress" on May 8, 2018. CRS and CBO experts described the current regulation of the banking industry, analyzed major policy issues, discussed two prominent bills that would make changes to bank regulation and explained aspects of the CBO's scoring of those bills.

## MAJOR POLICY ISSUES

# COMMERCE AND SMALL BUSINESS

Telecommunications issues, from proposed mergers among broadcasters to net neutrality to broadband service in rural areas, were a focus of CRS's work. The popularity of music streaming brought reform of copyright law onto the congressional agenda. Manufacturing also became prominent due both to concern about the effects of trade actions on U.S. industries and to efforts to shape federal policy concerning autonomous vehicles.

**Domestic Content Laws.** Under “Buy American” laws, national security agencies are required to purchase domestically made textiles and apparel, footwear, food, and hand or measuring tools. “Buy America” provisions require domestic sourcing of some materials and equipment, particularly iron and steel in federally funded projects involving highways, public transportation, aviation and Amtrak. CRS worked with Members and committees while Congress considered changes to these requirements in transportation and defense legislation.

**Manufacturing.** The administration has undertaken a number of initiatives with the stated purposes of strengthening U.S. manufacturing and creating manufacturing jobs. The Service examined the likely effects of higher tariffs on imported steel, aluminum, automobiles and solar cells on the manufacturing sector and advised Congress on how potential changes in international trade agreements might affect U.S. industries, notably the automobile industry, whose production arrangements and supply chains throughout North America are sensitive to proposed revisions to the North America Free Trade Agreement. CRS provided analysis that explored the rules of origin that are used to

determine whether a product is eligible for the benefits of a trade agreement, including past congressional attempts to define a “domestic” car. The Service addressed how the increasing importance of software and intellectual property is changing the character of manufacturing and challenging how to determine the national origin of value added in manufactured goods.

**Media Ownership.** Regulatory changes by the Federal Communications Commission (FCC) encouraged several proposed mergers among telecommunications and broadcasting companies, leading to bipartisan concern about increased concentration in the media. CRS provided consultation and analysis to support congressional oversight activities, such as hearings and letters to the FCC and the Department of Justice about the new regulations. In response to congressional interest in a series of proposed mergers and acquisitions in the broadcast television space, the Service provided written analysis examining changes the FCC has made or proposes to make in regulations that limit ownership of broadcast television stations at both the local and national levels and encourage diversity in media programming and ownership.

# CRS created **53** new products in the area of commerce and small business.

## SELECTED PRODUCTS

### **CRS Reports**

"Federal Communications Commission (FCC) Media Ownership Rules" (R45338)

"Vehicle Fuel Economy and Greenhouse Gas Standards: Frequently Asked Questions" (R45204)

### **In Focus**

"Buy America and the Electric Bus Market" (IF10941)

"Domestic Solar Manufacturing and New U.S. Tariffs" (IF10819)

"Effects of U.S. Tariff Action on U.S. Aluminum Manufacturing" (IF10998)

"NAFTA Motor Vehicle Talks Reopen Old Trade Debate" (IF10835)

"P.L. 115-97, the 2017 Tax Revision and Small Business Taxation" (IF10723)

"Section 232 Auto Investigation" (IF10971)

"Trade Actions and U.S. Steel Manufacturing" (IF10902)

"The Visa Waiver Program: Balancing Tourism and National Security" (IF10847)

### **Insights**

"'Duck Boat' Accident Highlights Gap in Regulation" (IN10932)

"Public Disclosure of Corporate Tax Returns" (IN10929)

**Legal Sidebars**  
"Media Consolidation: *United States v. AT&T* and Implications for Future Transactions" (LSB10162)

"The Music Modernization Act: Extending Copyright Protection to Pre-1972 Sound Recordings" (LSB10181)

## NOTABLE EVENT

As part of its fall 2017 Federal Law Update series, CRS held the program, "Mergers and Antitrust: Federal Agency Review and Legal Developments." The seminar discussed the laws governing the premerger review process, along with judicial developments in the field of antitrust. It addressed questions related to the applicable standards governing agency and judicial review of proposed mergers and the impact those standards may have on the outcome of proposed transactions.

**Music Licensing.** Recorded music is now sold primarily as a service streamed to subscribers rather than as a physical product. Music-related provisions of the Copyright Act, which governs the rights of songwriters, performers and others involved in music production to license their work and receive royalties, were last updated in 1995, before widespread digital distribution of music.

In 2018, the House and Senate considered approaches to alter the way in which rights are assigned and royalties are determined. CRS provided consultation and written analysis to Members and staff to inform their understanding of how potential changes would affect the structure of the music industry and the interests of various industry participants.

## MAJOR POLICY ISSUES

# CONGRESSIONAL PROCESS, ADMINISTRATION AND ELECTIONS

CRS provided expertise relating to procedural aspects of virtually all major legislation considered by Congress, including the annual appropriations bills, the reconciliation bill that was passed in February 2018, and a wide range of authorizing legislation, as well as advising Congress on budget process constraints and Congressional Review Act procedures. CRS also advised Congress on a wide range of topics relating to congressional administration, government publishing and printing, congressional commissions, and lobbying and ethics issues. Additionally, CRS provided research and analysis on campaign finance and elections issues as Congress assessed the 2016 cycle and prepared for the 2018 cycle. CRS also provided Congress with research and analysis about the U.S. census.

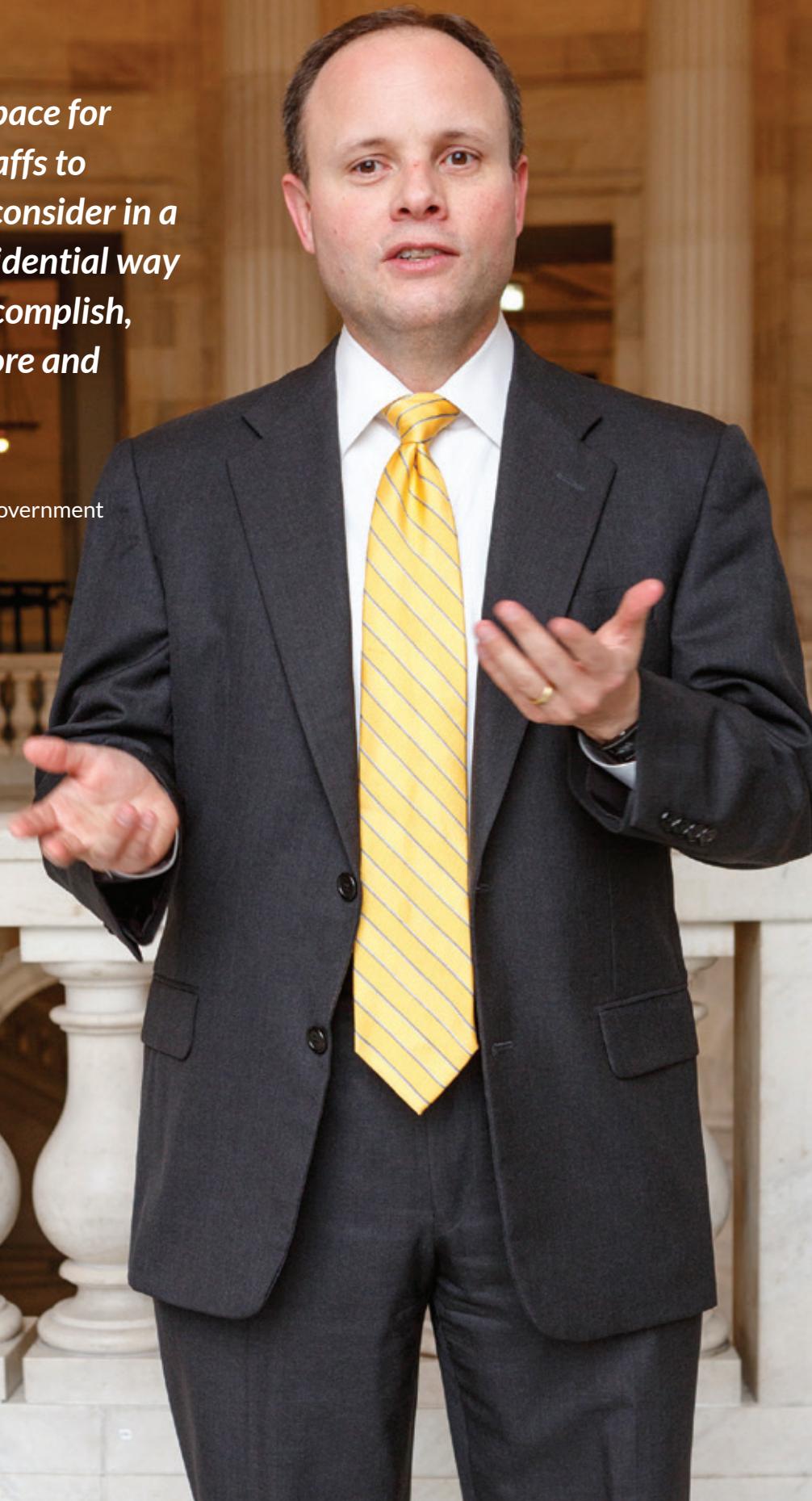
**Budget Process.** The Service assisted Congress in its examination and use of the process for considering budgetary matters. Notably, the Service provided assistance in regard to the procedures associated with the development and consideration of the reconciliation bill passed in February 2018. Experts across the Service provided analysis of appropriations floor amendments and options with regard to continuing resolutions and the Consolidated Appropriations Act. Analysts provided information regarding the budget process constraints on new authorization provisions, as well as the implications of the expired provisions. The Service provided 21 seminars and numerous in-person briefings on the budget process, and budget analysts also provided in-depth, ongoing assistance in the development of a final report on budget process reform.

**Campaign Finance and Elections.** CRS supported Congress as it assessed the 2016 election cycle and prepared for the 2018 cycle. Experts provided Congress with research and analysis concerning reported foreign interference in U.S. elections, elections cybersecurity,

voting rights and election administration. The Service also provided information and analysis on voter registration, voter identification, the Electoral College, the filling of vacancies in Congress, and military and overseas voting. Analysts and attorneys collaborated to provide support to Congress regarding election administration and security and analysis of the constitutionality of legislative options and procedures for contested elections in the House and Senate. CRS provided legal and policy research and analysis on key issues in federal campaign finance law, including the restrictions on foreign money and foreign national involvement in U.S. elections and offered analysis and consultation on congressional and state redistricting as the Supreme Court grappled with cases involving claims of unconstitutional, partisan gerrymandering during its October 2017 term. Congress also turned to CRS while it considered appropriations legislation that contained provisions to fund the Election Assistance Commission and the Federal Election Commission (FEC) and to restrict some other agencies from requiring disclosure of political contributions and expenditures. Experts

**“CRS provides a safe space for Members and their staffs to think about ideas, to consider in a nonpartisan and confidential way what they want to accomplish, what's been tried before and what hasn't.”**

R. Sam Garrett  
Specialist in American National Government



## MAJOR POLICY ISSUES ▶ CONGRESSIONAL PROCESS, ADMINISTRATION AND ELECTIONS

provided consultative services as Congress considered legislation and oversight concerning the presidential public financing program, politically active tax-exempt organizations, super PACs and proposals to alter the FEC. Also this fiscal year, the Supreme Court issued a notable decision, *Husted v. A Philip Randolph Institute*, interpreting the National Voter Registration Act (NVRA). Attorneys provided analytical assistance to Congress on the potential impact of this ruling on state election procedures for federal elections and legislative options for Congress.

**Census.** Experts provided research and analysis that addressed Census Bureau operations and appropriations, the upcoming 2020 decennial census, the American Community Survey and related issues. Various areas of interest included decennial census costs, other preparation for the 2020 census, perceptions of the American Community Survey, and various demographic and other statistics derived from census data. An attorney provided analysis on litigation relating to the census: in particular, the announcement of a citizenship question on the 2020 census.

**Government Printing and Publishing.** CRS provided research and analysis for Congress on the evolving role and operations of the Government Publishing Office, congressional oversight of government printing, the Federal Depository Library Program and the future of government information management, among other topics related to government printing and publishing.

**Legislative Branch Administration, Funding and Management.** CRS provided information and analysis to congressional staff on the administration and management of Member offices and other institutions within the legislative branch. Research and analysis focused on areas such as casework management and other constituent services, congressional staffing issues such as staffing levels and staff tenure, Member and staff pay, congressional communications, commemorations,

the House Wounded Warrior Program, the management of congressional offices and other aspects of congressional administration and operations. The Service also provided research and analysis on the legislative branch budget and the annual Legislative Branch Appropriations Act, including the history and cost of various legislative branch components and programs, the Members' Representational Allowance and the Senators' Official Personnel and Office Expense Account, as well as research and analysis about congressional advisory commissions, Capitol Hill and district office security, congressional nominations to service academies and congressional staff benefits. CRS librarians maintained products tracking Member characteristics by Congress and responded to many requests from offices on characteristics such as gender, race and vocational backgrounds. They also assisted offices in preparing and assessing data on legislative activities of their Members.

**Legislative Process.** CRS served congressional Members and staff at all levels with programs that provided training in congressional procedures and organization. CRS analysts participated in 46 introductory and advanced institutes on legislative procedure and resources and 21 sessions on the budget and appropriations process. They also offered a series of seminars geared toward committee staff directors, chiefs of staff and legislative directors. Analysts on the legislative process provided assistance to Members and staff in understanding complex congressional rules and practices related to the consideration of legislation from introduction to enactment. CRS provided strategic consultations to party leaders, committees and personal offices on virtually all legislation considered on each chamber floor, as well as on many legislative proposals during the drafting and committee consideration stage (including proposals for rules or procedure changes in each chamber). In addition, analysts undertook other projects and research related to the Senate's authority to confirm nominations, the use of discharge petitions in the House and the reemergence of conference

# CRS created **109** new products in the area of congressional process, administration and elections.

## SELECTED PRODUCTS

### **CRS Reports**

"Campaign Finance Law: An Analysis of Key Issues, Recent Developments, and Constitutional Considerations for Legislation" (R45320)

"Congressional Gold Medals: Background, Legislative Process, and Issues for Congress" (R45101)

"The Congressional Review Act: Determining Which 'Rules' Must Be Submitted to Congress" (R45248)

"Federal Role in U.S. Campaigns and Elections: An Overview" (R45302)

"Federal Role in Voter Registration: The National Voter Registration Act of 1993 and Subsequent Developments" (R45030)

"Government Printing, Publications, and Digital Information Management: Issues and Challenges" (R45014)

"Guide to Committee Activity Reports: Purpose, Rules, and Contents" (R45104)

"Lame Duck Sessions of Congress, 1935-2016 (74th-114th Congresses)" (R45154)

"Legislative Branch: FY2019 Appropriations" (R45214)

"Resolutions to Censure the President: Procedure and History" (R45087)

"The Senate 'Two-Hour Rule' Governing Committee Meeting Times" (R45170)

**In Focus**  
"State Election Reform Payments: FY2018 Appropriations" (IF10925)

**Insights**  
"Election Security: Issues in the 2018 Midterm Elections" (IN10955)

"Senate Confirmation Votes on U.S. Supreme Court Nominations: Overview" (IN10966)

### NOTABLE EVENTS

"Master the Legislative Process" is a series of discussions that uses recent examples to illustrate the impact of rules and procedure on legislative outcomes. "Master the Legislative Process: Advanced Topics in Senate Floor Preference," held Sept. 24, 2018, reviewed essential practical elements of the amending process on the Senate floor, including procedural consideration when drafting amendments and options to dispose of an offered amendment. "Master the Legislative Process: Conference Committees and Related Procedures," held Dec. 8, 2017, and Sept. 17, 2018, discussed motions to instruct conferees, conference committee meetings and consideration of conference reports in both the House and Senate.

committees to resolve legislation in both the House and Senate. Analysts provided in-depth analysis on the use of the Congressional Review Act.

**Lobbying and Ethics.** CRS staff produced research and analysis for congressional clients on a range of topics relating to ethics, including the Foreign Agents Registration Act, ethics pledges in the executive branch and the work of the Office of Government

Ethics. Attorneys provided analysis on expulsion of Members of Congress, as well as its legal authority and historical practice. Attorneys and analysts collaborated to provide research and analysis on the regulation of lobbying activity, including requirements under the Lobbying Disclosure Act and legislative options that would impose further restrictions on lobbying by former government officials and enhanced disclosure requirements.

## MAJOR POLICY ISSUES

# DEFENSE AND INTELLIGENCE

In fiscal 2018, CRS provided research and analysis as the defense establishment began expending increased resources—funds, manpower and effort—in traditional areas of large-unit, high-intensity combat training; high-end weapons acquisition; and increased force structure. “Lethality” entered the lexicon of Department of Defense (DOD) imperatives, joining “readiness,” and DOD intervened in the areas of border security and disaster response. Intelligence was congressionally debated, largely as a result of foreign intervention in the 2016 election.

### **Emerging Technology and Its Implications for National Security.**

Congressional attention to the national security implications of emerging technologies grew over the course of the year, especially in the context of revelations regarding Russian use of information operations (including social engineering, propaganda and misinformation) and increasing worldwide exploitation of cyber capabilities by a number of countries. Therefore, CRS provided Congress with analysis and a number of new products on these issues, including information operations, directed energy weapons, potential responses to Anti-Access/Area Denial capabilities and artificial intelligence. To enrich these assessments, CRS analysts also provided Congress with in-depth analysis on the role and structure of the U.S. national security establishment in dealing with these developments.

**Defense Acquisitions and Readiness.** In fiscal 2018, CRS contributed to efforts to overhaul defense acquisition, pursuant to Section 809 of the fiscal 2016 National Defense Authorization Act. CRS analyzed current and potential acquisition authorities and offered advice on policy options. Specific facets of defense

acquisition on which CRS advised or created products included: retrospective analysis of statutory changes from 2016 through 2018, restructuring of the DOD acquisition bureaucracy, end-of-year contract spending trends, contracting oversight, cost accounting and bid protests. Readiness has also gained prominence on the congressional agenda. CRS’s contributions have included products on related issues of defense infrastructure and defense logistics, upon which future Congresses may draw to better understand the scope of readiness challenges.

**Defense Authorizations and Appropriations.** CRS conducted supportive analysis for Congress throughout its consideration of the defense budget, the largest segment of the U.S. government budget, from the time the administration released its proposed budget to the adoption of defense authorization and appropriation bills. Given that the authorization and appropriations bills identified expenditures over \$700 billion and included more than 1,000 provisions, responding to congressional concerns, interests and questions with written and consultative engagements constituted an ongoing process throughout the year.

**“Congressional offices are inundated with information every day from the media, think tanks, advocacy groups and others. One of our roles at CRS is to be curators of information—to sort through the noise and to provide Members and their staffs with reliable data and analysis to support legislative decisionmaking.”**

Kristy M. Kamarck  
Analyst in Military Manpower



## MAJOR POLICY ISSUES ▶ DEFENSE AND INTELLIGENCE

**Defense Personnel.** One of Congress's areas of interest in the defense arena related to issues associated with military personnel. To address these issues, CRS created products with schema that helped Congress consider, debate and act on the issues of annual pay raise and regular military compensation, staffing the cyber workforce, officer personnel management reform, quality of life benefits, issues such as sexual violence and transgender questions, and reform of the military health care system. CRS also provided vital information on issues related to transitioning veterans' employment and education.

**National Security Law.** Attorneys advised Congress on issues related to criminal prohibitions on the disclosure of classified information and information related to covert intelligence assets, including the legal framework regarding who is granted access to classified information. Attorneys and analysts worked collaboratively to provide information on existing economic sanctions applicable to foreign financial institutions that conduct transactions with Russia, Iran and North Korea, and anti-terrorist/anti-money laundering enforcement actions. Attorneys and analysts worked collaboratively to advise Congress on potential issues in creating a space force, including the potential authorities for Congress and the president, respectively, to create such a force. Attorneys provided updates to Congress on legal developments regarding military commissions, relevant court decisions, the "kill list" for suspected terrorists, transferring American Islamic State suspects to foreign countries, the president's proclamation to recognize Jerusalem as the capital of Israel and terror judgments. Attorneys also provided extensive analytical support to Congress on its role in limiting the president's power to launch nuclear weapons.

**Unconventional War and Unconventional Weapons.** CRS provided Congress with analysis and information on policy options for dealing with worldwide changes in the conduct of conflict and competition, particularly with what has been labeled

"grey area" conflict of the kind in which Russia engaged in Crimea and China has implemented in the South China Sea. The Service also conducted in-depth assessments of questions posed by developments related to weapons of mass destruction, including the modernization of Russian, Chinese and U.S. nuclear arsenals, as well as the Assad government's use of chemical weapons in the conflict in Syria. Experts responded to congressional needs and requests with analytical work on unconventional weapons, ranging from Russian compliance with the Intermediate Nuclear Forces Treaty and the U.S. pullout from the nuclear agreement with Iran, to options for the U.S. nuclear weapons enterprise and arms control challenges posed by new and emerging technologies. Additionally, CRS provided Congress with information and insights on both defense cyberspace operations and North Korean cyber capabilities.

### **U.S. Military Force Structure and Capabilities Challenges in Response to Changes in the World Environment.**

**Environment.** Congressional concerns about events on the Korean Peninsula and elsewhere in Asia, in the Middle East and in Eastern Europe have resulted in a focus on potential U.S. military responses. As a result, CRS provided consultation and analysis on both U.S. strategic choices and military force capabilities needed to implement those choices effectively. As part of this ongoing effort, for example, CRS analysts gave testimony on the implications of plans to increase shipbuilding and how acquisition alternatives may allow the Coast Guard to develop its capabilities. Experts also prepared analyses for Congress on the implications regarding various proposals for a new space force, on the range of options for Army air defense and artillery capabilities, and on choices facing the Air Force in developing its program for a new bomber. These issues and others were placed into strategic context by CRS analysts' work on such "big picture" questions as the evolution of the National Security Council and changes in the international global security order.

**CRS created 98 new products in the area of defense and intelligence.**

## SELECTED PRODUCTS

### CRS Reports

"The 2018 National Defense Strategy: Fact Sheet" (R45349)	"Covert Action and Clandestine Activities of the Intelligence Community: Framework for Congressional Oversight In Brief"	"FY2018 National Defense Authorization Act"	"FY2019 National Defense Authorization Act: Selected Military Personnel Issues"	"Information Warfare: Issues for Congress"
"Acquisition Reform in the FY2016-FY2018 National Defense Authorization Acts (NDAAAs)" (R45068)	"Defense Acquisitions: How and Where DOD Spends Its Contracting Dollars"	"Navy Lasers, Railgun, and Gun-Launched Guided Projectile: Background and Issues for Congress"	"Russian Compliance with the Intermediate Range Nuclear Forces (INF) Treaty: Background and Issues for Congress"	"U.S. Ground Forces Robotics and Autonomous Systems (RAS) and Artificial Intelligence (AI): Considerations for Congress" (R45392)
"Artificial Intelligence and National Security" (R45178)	"Defense Primer: A Guide for New Members" (R44757)	(R45013)	(R44175)	(R43832)

"U.S. Ground Forces Robotics and Autonomous Systems (RAS) and Artificial Intelligence (AI): Considerations for Congress" (R45392)

### In Focus

"North Korea's Nuclear and Ballistic Missile Programs" (IF10472)

### Web Podcast

"Congressional Oversight of the Defense Department" (WPD00007)

## NOTABLE EVENT

At "FY2019 Defense Budget: Issues for Congress," held on Feb. 21 and 22, 2018, CRS experts in international security, defense policy and budget, military manpower and naval affairs provided an overview of the defense budget request. They discussed issues facing the 115th Congress in five categories: strategic context, readiness, the budget picture, selected personnel issues and selected procurement issues. After the presentations, the CRS analysts were available for one-on-one question-and-answer sessions.

## MAJOR POLICY ISSUES

### EDUCATION

During the fiscal year, Congress passed legislation pertaining to career and technical education and contemplated major changes to the federal student aid programs that support students who are pursuing postsecondary education. Additionally, Congress explored policy options related to school choice and examined the role and structure of the Department of Education. In each of these areas, CRS provided technical and analytical support and helped to define policy-relevant problems and clarify policy options.

**Education Law.** Attorneys explored legal questions related to Congress's authority to protect freedom of speech on college campuses and standards of proof applied by colleges to evaluate sexual assault allegations. Attorneys provided in-depth analysis on the authority of the Secretary of the Department of Education under various laws, and they delivered extensive analytical support to Congress on interpretation of the Elementary and Secondary Education Act.

**Higher Education Act.** Congress relied extensively on CRS to support its consideration of a comprehensive reauthorization of the Higher Education Act of 1965. Experts provided in-depth analysis of a host of related proposals, which included modifications to student loan repayment benefits, consolidation and simplification of student aid programs, alterations to the design of Pell Grants and changes to the federal student aid need analysis formula. The Service also provided substantial support for the development of legislative proposals for improving the consumer information available to prospective students and proposals altering the metrics

used to hold institutions of higher education accountable for the quality of the education programs they offer, and attorneys evaluated the extent to which the Higher Education Act of 1965 preempts certain state laws.

**Perkins Career and Technical Education Act.** The 115th Congress passed the Strengthening Career and Technical Education for the 21st Century Act, which reauthorized the Perkins Career and Technical Education Act of 2006. Congress relied on CRS for support in developing and refining numerous proposals that were under consideration in each chamber as part of the reauthorization process. CRS analysts provided support pertaining to the refinement of program performance indicators, simulated the distributional effects of myriad proposed changes to the state grant allocation formula and provided guidance related to how proposed provisions might be implemented. Additionally, the Congress relied upon the Service to clarify how proposals would change current law and to identify potential consequences of altering program accountability provisions and reporting requirements.



**“CRS helps Members of Congress and their staff to understand issues and existing law, prepare and introduce new bills, and understand both the big ideas and the nuances of the legislation that may be considered for votes. The goal of everyone at CRS is to help Members of Congress meet their goals.”**

Rebecca R. Skinner  
Specialist in Education Policy

CRS created **36** new products in the area of education.

## SELECTED PRODUCTS

### CRS Reports

“Analysis of the Elementary and Secondary Education Act Title I-A Allocation Formulas: Factors, Design Elements, and Allocation Patterns” (R45141)

“Bankruptcy and Student Loans” (R45113)

“Basic Concepts and Technical Considerations in Educational Assessment: A Primer” (R45048)

“The Campus-Based Financial Aid Programs: Background and Issues” (R45024)

“Child and Dependent Care Tax Benefits: How They Work and Who Receives Them” (R44993)

“Children’s Hospitals Graduate Medical Education (CHGME)” (R45067)

“Educational Assessment and the Elementary and Secondary Education Act” (R45049)

“Education Policy: Resources for Congressional Staff” (R45215)

“Harry W. Colmery Veterans Educational Assistance Act of 2017 (P.L. 115-48)” (R45205)

“H.R. 4508, the PROSPER Act: Proposed Reauthorization of the Higher Education Act” (R45115)

“School Resource Officers: Issues for Congress” (R45251)

“Science, Technology, Engineering, and Mathematics (STEM) Education: An Overview” (R45223)

**In Focus**  
“Student Support and Academic Enrichment (SSAE) Grants” (IF10910)

**Insight**  
“Regulating School Bus Safety” (IN10906)

## MAJOR POLICY ISSUES

# ENERGY AND NATURAL RESOURCES

Congressional interest in natural resources and energy focused on several key areas, including federal lands and their management; supply, consumption and trade of various energy sources; and preparation for and response to a range of natural hazards and disasters. Key among these issues was access to federal lands for hunting, fishing and energy development. Congress also conducted oversight of major electricity recovery efforts following several natural disasters, including Hurricanes Harvey, Irma and Maria.

**Energy Law.** Attorneys provided in-depth legal analysis to congressional staff on the legal framework for the development of offshore oil, gas and other mineral resources in the United States. Attorneys assisted Congress in responding to the administration's draft proposal to use emergency authorities to encourage or compel coal and nuclear power production. Attorneys also analyzed and explained ongoing litigation and administrative proceedings related to the construction and operation of the Dakota Access and Keystone XL pipelines, as well as other energy infrastructure projects.

**Federal Lands and National Monuments.** Congress addressed an array of issues pertaining to management of federal lands, in particular the potential reorganization of the Department of the Interior; access for hunting, fishing and energy development; the backlog of deferred maintenance activities for all of the land management agencies—the National Park Service in particular; implementation of the Endangered Species Act; the presence of Confederate symbols on federal lands; presidential authority to proclaim and amend national monuments under the Antiquities Act of 1906; the interpretation of treaties regarding Indian rights and access to Indian lands and federal lands; prevention and control of invasive species; and the oversight and funding of land management programs, including the reauthorization of the Land and Water Conservation

Fund. Analysts, attorneys and information professionals collaborated to provide advice and analysis while Congress debated these issues.

**International Oil and Gas Supplies, Prices and Energy Security.** In order to inform continuing congressional interest in international oil and gas markets, CRS analyzed the coordinated oil production decrease among the Organization of Petroleum Exporting Countries (OPEC) and several non-OPEC countries and its effects on oil and gasoline prices. CRS also provided analysis to inform congressional consideration of the role of the Strategic Petroleum Reserve and U.S. liquefied natural gas as a counter to Russian pipeline exports to Europe and as a source of supply to the Caribbean, and CRS staff testified on international energy supply before a committee of jurisdiction.

**Nuclear Waste Disposal.** High-level radioactive nuclear waste from commercial reactors and defense activities is currently stored at more than 70 sites around the country. In 1987, Congress designated Yucca Mountain in Nevada as the sole candidate location for a permanent underground repository for such waste, but no new funding for the project has been provided since 2010. The administration proposed to restart the Yucca Mountain project, and the House passed a bill in 2018 to satisfy key regulatory requirements for building the repository.



**“We respond to both immediate and longer-term needs, whether providing rush assistance in the middle of a hearing or floor proceeding, or writing an in-depth report covering multiple aspects of a complex issue.”**

Laura B. Comay  
Specialist in Natural Resources Policy

Numerous other nuclear waste bills were introduced in the House and Senate. In response to congressional interest in this subject, CRS analyzed U.S. nuclear waste policy, past federal expenditures, nuclear waste transportation options, safety and other aspects of this issue.

**Oil and Gas Pipeline Infrastructure.** Interstate oil and natural gas pipeline infrastructure continued to be an issue of high priority for Congress and the administration. In 2018, CRS consulted on federal siting authorities and processes related to project proposals such as the Keystone XL, Constitution and Mountain

Valley pipelines. This work included in-depth analysis of pipeline permitting by the Federal Energy Regulatory Commission and other agencies, including regulatory and legal challenges to their siting policies and decisions. The Service also analyzed pipeline safety and security issues, including oversight of existing pipelines in environmentally sensitive areas, as well as new federal safety regulations for underground natural gas storage facilities like Aliso Canyon in California. Attorneys and analysts helped Members examine pipelines affecting their districts, supported committee staff in preparing pipeline oversight and legislative hearings, and provided

integrated policy and legal analysis of federal court decisions in pipeline-related litigation.

**Renewable Fuel Standard.** The Renewable Fuel Standard (RFS) requires U.S. transportation fuel to contain a minimum volume of renewable fuel. The Service routinely assists Members and staff with understanding the program and related economic, environmental, industry and agricultural issues. CRS staff regularly met in person with congressional staff to explain statutory authority, implementation of the program, stakeholder concerns and potential legislative reform options. A committee hearing on the market for tradeable compliance credits within the RFS included testimony by CRS staff.

**Response and Recovery after Hurricanes Irma and Maria.** CRS assisted Congress while it responded to the devastation caused by Hurricanes Irma and Maria. The hurricanes caused extensive and long-term power outages across Puerto Rico and the U.S. Virgin Islands, which led to an unprecedented federal response and role in emergency power restoration. CRS informed Congress on the state of the electric power systems before and after the hurricanes, and experts analyzed various options for creating reliable and resilient low-cost electric power systems. Through written products and briefings, CRS explained the roles of various stakeholders—including the federal government—in comprehensive energy planning and mutual aid for power restoration and analyzed how federal funding was spent in response to the hurricanes. Congress followed developments in Puerto Rico across a broad set of policy areas, including economic conditions, tax policy, health care funding, debt adjustment processes, energy systems, environmental protection, transportation, population migration, and the political and constitutional status of Puerto Rico, among other issues. To cover the breadth and complexity of those issue areas analysts and attorneys used an interdisciplinary approach to respond to congressional requests and to anticipate evolving policy concerns.

**Statistics on Federal Lands and Wildfires.** The Service tracked, compiled and curated a variety of data related to federal land acreage, national monuments and wildfire statistics. In addition to tracking information across fiscal years, research librarians continued an effort to standardize data elements for consistency and responded to congressional requests for data on federal land by state and congressional district.

**Water Resources.** Congress relied on the Service to inform legislative deliberations on water resource legislation and oversight. CRS provided expert support and written analysis informing development of omnibus water authorization legislation, and experts assisted in congressional oversight and historical context associated with water storage projects in the West, coastal barrier protections and regional ecosystem restoration efforts. The Service also provided written analysis of the evolving federal role in groundwater recharge and related legislation. Attorneys provided extensive analytical support to Congress regarding the regulation of surplus water, including the historic relationship between the federal government and states in this regard and the proposed rule, “Use of Army Corps of Engineers Reservoir Projects for Domestic, Municipal and Industrial Water Supply.” Attorneys provided research and analysis to Congress regarding disputes among states and Indian tribes and the federal government regarding Indian tribal water and fishing rights. CRS staff also testified before committees on water resource issues.

**Wildfire.** Congress deliberated federal wildland fire management policy and spending issues. These issues ranged from questions about the federal government’s wildfire management and policies before, during and after a wildfire incident, as well as in-depth coverage of issues related to federal spending on wildland fires. The Service provided written analysis and ongoing expert consultation on these issues to Member, committee and leadership offices.

# CRS created **107** new products in the area of energy and natural resources.

## SELECTED PRODUCTS

### CRS Reports

"Chesapeake Bay Restoration: Background and Issues for Congress" (R45278)

"Daylight Saving Time" (R45208)

"Executive Order for Review of National Monuments: Background and Data" (R44988)

"The Federal Role in Groundwater Supply: Overview and Legislation in the 115th Congress" (R45259)

"Forest Service Assistance Programs" (R45219)

"Hunting and Fishing on Federal Lands and Waters: Overview and Issues for Congress" (R45103)

"Oil and Gas Activities Within the National Wildlife Refuge System" (R45192)

"Repair or Rebuild: Options for Electric Power in Puerto Rico" (R45023)

"U.S. Liquefied Natural Gas (LNG) Exports: Prospects for the Caribbean" (R45006)

"Water Infrastructure Improvements for the Nation (WIIN) Act: Bureau of Reclamation and California Water Provisions" (R44986)

### In Focus

"Federal Management of Saltwater Recreational Fisheries" (IF10949)

"Global Oil Markets and U.S. Gasoline Prices 2018" (IF10897)

"Price-Anderson Act: Nuclear Power Industry Liability Limits and Compensation to the Public After Radioactive Releases" (IF10821)

"The Renewable Fuel Standard: Is Legislative Reform Needed?" (IF10842)

## TESTIMONY

The Senate Committee on Environment and Public Works called on Nicole Carter, specialist in natural resources policy, to testify Jan. 10, 2018, at the hearing, "Water Infrastructure Needs and Challenges." Her testimony focused on the legislative process for a Water Resources Development Act and related issues.

The House Transportation and Infrastructure Subcommittee on Water Resources and Environment called on Carter to testify on Jan. 18 at the hearing, "America's Water Resources Infrastructure: Approaches to Enhanced Project Delivery." Carter's testimony, which represented work from multiple CRS analysts, provided background on the U.S. Army Corps of Engineers' project delivery process and alternatives.

The House Energy and Commerce Subcommittee on Environment called on Brent Yacobucci, section research manager, Energy and Minerals, to testify July 25, 2018, at the hearing, "Background on Renewable Identification Numbers Under the Renewable Fuel Standard." Yacobucci provided a background and overview of issues related to Renewable Identification Numbers, the compliance mechanism for the federal Renewable Fuel Standard.

## NOTABLE EVENT

The program "Wildfire Spending Within Budget Constraints: Policy Options," held March 8, 2018, discussed the challenges associated with funding wildfire suppression operations—costs that are unpredictable and can increase rapidly—with a framework of spending constraints.

## MAJOR POLICY ISSUES

# ENVIRONMENTAL POLICY

The Service assisted Congress during consideration of America's Water Infrastructure Act of 2018, which was enacted near the end of the 115th Congress. Among other provisions, the new law authorizes additional financing for water quality and water resources infrastructure, as well as the U.S. Environmental Protection Agency (EPA) "WaterSense" water conservation program. The Service also addressed a variety of questions on climate change, air quality emission standards and changes to other environmental regulations proposed by the administration. CRS provided extensive support in helping Congress understand the scope and implications of these actions.

**Air Quality Issues.** The Service provided research and analysis on a variety of issues associated with regulating air emissions, including air quality standards, auto emissions standards, interstate transport of emissions and the roles of states versus federal agencies. In addition to analyzing federal regulatory policy, CRS helped illuminate energy technology and market trends and their influence on air quality.

### Climate Change and Greenhouse Gas Emissions Control

**Control.** In 2018, the EPA proposed changes to existing greenhouse gas (GHG) standards for automobiles, power plants, and oil and gas facilities. The Service provided Congress with analyses of the costs and benefits of various options and proposals and of the legal issues involved. The Service analyzed administration proposals to modify existing regulations that govern automobile GHG emissions and vehicle fuel efficiency, assisted Members in their consideration of a variety of legislative proposals and provided support to Members as they assessed the role of federal policy in community resilience.

**Environmental Law.** Attorneys analyzed for Congress actions by the administration to review, delay or rescind a number of environmental regulations that address climate change and control of greenhouse gases, including the

EPA's Clean Power Plan, which regulates greenhouse gas emissions from power plants; the Bureau of Land Management's rule to reduce methane emissions from oil and natural gas operations on federal land; and rules issued by the U.S. Army Corps of Engineers and the EPA, which define the scope of waters protected under the Clean Water Act. Attorneys provided Members and staff with context and analysis of the potential implications of these decisions, congressional authority to block implementation of these decisions, as well as the scope of federal agency authority to review, reconsider, delay or repeal environmental regulations. Attorneys analyzed the legal issues regarding the administration's intended withdrawal from the 2015 Paris Climate Agreement, and attorneys and analysts provided extensive analytical support to Congress related to the regulation of greenhouse gas emissions from cars and trucks. Attorneys and analysts also provided research and analysis to Congress regarding proposed changes to the Endangered Species Act regulations.

### Federal Environmental Review of Infrastructure Projects

**Projects.** The Service provided detailed authoritative analyses on issues relevant to the environmental review process for certain infrastructure projects, including highways and pipelines. These analyses helped inform

# CRS created **50** new products in the area of environmental policy.

## SELECTED PRODUCTS

### **CRS Reports**

"The Clean Air Act's Good Neighbor Provision: Overview of Interstate Air Pollution Control" (R45299)

"Drinking Water State Revolving Fund (DWSRF): Overview, Issues, and Legislation" (R45304)

"EPA's Proposal to Repeal the Clean Power Plan: Benefits and Costs" (R45119)

"Evolving Assessments of Human and Natural Contributions to Climate Change" (R45086)

"Glider Kit, Engine, and Vehicle Regulations" (R45286)

"Title I of the Toxic Substances Control Act (TSCA): A Summary of the Statute" (R45149)

"Vehicle Fuel Economy and Greenhouse Gas Standards: Frequently Asked Questions" (R45204)

"Vessel Incidental Discharge Legislation in the 115th Congress: Background and Issues" (R45050)

"Water Resources Development Act of 2018 and America's Water Infrastructure Act of 2018: An Overview" (R45212)

### **In Focus**

"Greenhouse Gas Emissions and Sinks in U.S. Agriculture" (IF10979)

"Methane Emissions: A Primer" (IF10752)

"The Oil Spill Liability Trust Fund Tax: Reauthorization Issues and Legislation in the 115th Congress" (IF10823)

"Permitting for Pesticide Discharges into Navigable Waters: Issues and Legislation in the 115th Congress" (IF10919)

### **Insight**

"Attaching a Price to Greenhouse Gas Emissions with a Carbon Tax or Emissions Fee" (IN10930)

## TESTIMONY

The House Science, Space, and Technology Subcommittee on Oversight and Subcommittee on Environment called on **Linda Tsang**, legislative attorney, to testify Sept. 13, 2018, at the hearing, "Examining the Underlying Science and Impact of Glider Truck Regulations." Her testimony addressed the rulemaking process the EPA used to adopt emission standards for gliders.

## NOTABLE EVENT

"Automobile Fuel Economy and Greenhouse Gas Standards," held on April 16, 2018, provided an update on the Corporate Average Fuel Economy (CAFE) and greenhouse gas emissions standards for passenger cars and light trucks.

congressional debate over legislative proposals intended to expedite infrastructure project delivery by changing federal agency procedures for environmental review of those projects. CRS analyzed the various requirements that shape federal environmental reviews. This included identifying relevant provisions in the authorizing legislation for specific federal funding or regulatory programs as well as those requirements that apply broadly.

**Water Quality Policy.** Experts provided consultation and in-depth analysis on perennial and new water quality policy topics. The Service assisted staff in

evaluating legislative options for addressing water infrastructure funding associated with the Water Infrastructure Finance and Innovation Act and the Safe Drinking Water Act. CRS provided legal and policy expertise on proposed legislation regarding requirements for vessel incidental discharges, such as ballast water. Additionally, congressional interest in emerging contaminants and the scope of waters regulated under the Clean Water Act resulted in CRS consultation on legislative proposals, site-specific questions, and ongoing administrative rulemakings and court actions.

## MAJOR POLICY ISSUES

# FEDERAL GOVERNMENT OPERATIONS AND RULEMAKING

CRS supported Congress as it engaged in oversight of the executive branch, including the review of the promulgation of agency rules, the deregulatory actions taken by the administration and compliance with the Congressional Review Act. The Service analyzed proposals to reshape and reform the civil service and substantially reorganize the structure of the executive branch. Attorneys provided in-depth analysis regarding the requirements of the Vacancies Act and judicial decisions that affect the structure of the executive branch, including the status of administrative law judges.

**Ethics.** Attorneys advised Congress on ethical issues applicable to the executive branch, including rules that govern access and accountability of presidential advisors and ethical issues applicable to the judicial branch, including the ethical requirements for Supreme Court justices. Attorneys provided in-depth research and analysis to congressional staff on special counsels, including the legal authority and limitations on the special counsel and independent executive investigations in general. Attorneys provided extensive analytical support to Congress on the Foreign Agents Registration Act and related proposed legislation and delivered in-depth research and analysis on conflicts of interest of public officials, including rules governing the acceptance of foreign emoluments and misuse of position for personal gain.

**Emergency Management.** While Congress addressed issues from the 2017 hurricane season, CRS staff supported a congressional staff delegation to Puerto Rico and the U.S. Virgin Islands to conduct oversight of the ongoing recovery process. Some areas of focus included electricity restoration and recovery

funding options. CRS experts also assisted Congress with research on substantial health system effects, including supplemental funding to extend Medicaid benefits, relocating dialysis patients, repairing federal facilities, and bolstering medical and mental health treatment capacity. Reauthorization of the National Flood Insurance Program (NFIP) was the subject of considerable congressional debate. The NFIP insures property exposed to flood risk and aims to reduce flood risk via floodplain management standards. Unless reauthorized, the NFIP's authority to issue and maintain insurance policies and borrow funds from the Treasury would have expired. The Service analyzed and captured issues for consideration across multiple legislative options, including the program's debt and solvency, affordability issues, repetitive losses, reducing uninsured losses, and the roles of private insurance and private sector funding.

**Executive Branch Operations.** As the administration continued to fill executive posts, attorneys provided Congress in-depth research and analysis regarding the Vacancies Act and its application to various

**“Our job at CRS is to give Congress a map of a particular issue area and let each office decide where it wants to go. By providing an objective analysis of current law and policy on a particular topic, we can assist each congressional office in its process of deciding whether or how it wants to address that issue for the future.”**

Cynthia Brown  
Legislative Attorney



## MAJOR POLICY ISSUES ▶ FEDERAL GOVERNMENT OPERATIONS AND RULEMAKING

executive and judicial branch posts. In response to the presidential plan for reorganization of executive branch agencies, attorneys provided research and analysis to Congress regarding the authority of Congress and the executive branch to organize executive branch agencies. The Supreme Court issued a decision in *Lucia v. Securities and Exchange Commission* (SEC) that held that SEC administrative law judges are officers within the meaning of the Appointments Clause. Attorneys provided in-depth research and analysis on this issue by previewing the case, analyzing the decision and considering how it may affect other executive agencies within the federal government. Attorneys also responded to legal decisions regarding the structure of the Consumer Financial Protection Bureau.

**Executive Branch Reorganization.** The Service conducted research and analysis regarding the administration's plans and proposals to reform and reorganize the executive branch. These include plans and proposals that might involve congressional consideration of legislation to reassign statutory functions; redirect appropriations; alter agency leadership arrangements; move, merge or abolish agencies or functions; change how agencies operate; or otherwise rearrange the federal bureaucracy. The Service assisted Congress by examining which administration proposals might be carried out administratively and which might require congressional action to be implemented. The Service's work related to these wide-ranging proposals drew on the expertise of analysts, attorneys, librarians and information specialists from all research divisions.

**Federal Financial Management.** The 115th Congress demonstrated interest in issues concerning financial management and reporting in the federal government, and so the Service provided policy analysis and options to Members and committees on a broad range of financial management issues, such as improving and simplifying reported federal financial and budgetary information, strengthening and updating government-wide financial

strategy reports, developing and implementing shared services for financial management, and reforming the structure and functions of agency chief financial officers (CFOs) and the CFO Council.

**Federal Grants Management.** The Service supported Congress with expert analysis and consultation regarding several aspects of grants management, including identifying and preventing waste, fraud and abuse; resolving unobligated balances in expired grant accounts; pre- and post-award oversight of federal grants; transparency; and the design and mechanics of specific federal grant programs. Analysts advised congressional staff on federal grant funding issues for sanctuary jurisdictions and the funding status for several federal grant programs, and they assisted in developing ideas to improve the performance and oversight of federal grants. CRS librarians provided support to congressional offices in order to allow them to better assist constituents seeking to understand and navigate the federal grant process. This support was achieved through producing and maintaining instructional reports, classroom style presentations and one-on-one briefings.

**Federal Information Technology Management.** During the 115th Congress, CRS provided policy analysis to Members, committees and staff regarding a wide range of IT management issues, such as agency IT modernization efforts, government-wide IT governance models, IT acquisition and investment management training, IT software development methods such as agile development, and shared services in the federal government. The Service provided briefings and memoranda on these topics.

**Federal Pay and Personnel.** The Service provided support to Congress on topics related to the administration and management of executive branch personnel. Much of this assistance involved research, analysis and consultation on matters related to

## MAJOR POLICY ISSUES ▶ FEDERAL GOVERNMENT OPERATIONS AND RULEMAKING

proposals to restructure and reshape the executive branch workforce, the nomination and confirmation of the Director and Deputy Director at the Office of Personnel Management (OPM), and proposals to reorganize OPM and to reauthorize the Merit Systems Protection Board and the Office of Special Counsel. Evaluation and advisory assistance also focused on authorities and appointments under the competitive service and the excepted service, human capital management at the Department of Homeland Security, policies on federal compensation, and appropriations issues related to the personnel management agencies. Further, CRS experts provided information on and analysis of legislative proposals to amend laws, including the Civil Service Reform Act, the Federal Employees Pay Comparability Act, the Telework Enhancement Act and the Federal Workforce Restructuring Act.

**Government Information Policy.** Congress consulted with CRS on numerous occasions regarding access to and protection of government information. The Service produced and updated a range of written products on government information policy and practices, including reports on accessing, collecting, maintaining and disposing federal and presidential records. CRS analysts and attorneys responded to requests about agency records management requirements, such as guidance governing the implementation of electronic records management practices or maintenance of digital records. Additionally, CRS analysts answered numerous requests seeking data on Freedom of Information Act processing and policies and the creation and operations of the federal government's more than 1,000 federal advisory committees, which provide an opportunity for the public to participate in the policymaking process. Congress consulted with CRS analysts on numerous occasions regarding congressional access to classified executive branch information and various policies and procedures regarding classification, protection and access to presidential records.

**Government Procurement.** Attorneys provided Congress with extensive analytical support on the impact of federal procurement law on the federal government's disaster response. In response to a congressionally mandated report on the prevalence and impact of bid protests on Department of Defense acquisitions, CRS attorneys and policy analysts provided in-depth research and analysis to Congress on the bid protest process. Attorneys provided assistance to Congress on general methods to hold contractors accountable, including, among other things, the suspension and debarment process.

**Inspectors General.** The Service assisted congressional staff with a variety of policy issues related to Offices of the Inspector General (IG). These included the appropriation and staffing levels provided to IG offices, appointment and removal procedures, the status of IG vacancies and their impact on oversight capabilities, and the establishment of special IGs for cross-cutting government programs. Additional issues included the enhancement of IG independence through various powers and authorities, investigatory procedures and subsequent reporting to Congress, enhanced transparency for open recommendations, and processes to address alleged IG misconduct.

**Postal Service.** CRS analysts and attorneys provided research and analysis regarding the operations of the U.S. Postal Service (USPS), including the services provided, delivery standards, postal facilities and fleet. The Postal Service's recent and serious financial difficulties, concurrent cost-cutting and proposed service reductions have heightened congressional interest in postal policy and the role the USPS may play in the 21st century. Congress regularly sought assistance from CRS on a broad range of postal issues, and the Service provided briefings on postal issues to Members and their staffs and to committee staff. The Service also assisted Congress through support for hearings preparation and by preparing research memoranda and reports that

## MAJOR POLICY ISSUES ▶ FEDERAL GOVERNMENT OPERATIONS AND RULEMAKING

addressed disparate postal issues, including post office closures, postal finances, pensions and health care, postal reform legislation and pending nominees to the Postal Board of Governors. Additionally, CRS staff provided assistance related to international postal issues, including proposed changes intended to prevent the importation of opioids and other illicit drugs through international mail.

**Real Property.** Congress relied on CRS experts when addressing a range of real property issues, including the implementation of real property reform legislation, the Federal Assets Sale and Transfer Act of 2016, which makes changes to real property disposal across the government. Congress also sought assistance evaluating alternative financing mechanisms, such as public-private partnerships and the uses and limitations of data published in the Federal Real Property Profile. The Service provided extensive analytical support to Congress regarding the Asset and Infrastructure Review Act of 2018, which requires the Department of Veterans Affairs to enhance its ability to provide care by realigning its medical facilities.

**Regulations and Rulemaking.** The Service provided support to Congress on the topics of federal agency rulemaking and regulatory reform, primarily by advising staff on the executive orders and statutes that govern the federal rulemaking process. Most notably, CRS experts regularly provided assistance on the Congressional Review Act. The Service provided information and

analysis to Congress on the administration's deregulatory agenda, including the implementation of the president's executive orders on federal rulemaking and other presidential and White House initiatives. CRS experts also analyzed various regulatory reform proposals as requested by Members and committees and advised on the legal standards and other matters related to judicial review of agency action.

### Security Clearances and Background

**Investigations.** Congress sought assistance and analysis from CRS on a range of topics regarding ongoing developments in security clearance procedures, including the establishment of the National Background Investigations Bureau. CRS analysts and legislative attorneys provided assistance through in-person briefings and a variety of written products on security clearances and background investigations. CRS staff provided support and analysis to Congress on sensitive issues related to the protection of government information, including access to classified information by former government officials, security clearance revocation procedures and security clearance adjudicative standards. The Service also provided analysis of the history of investigative responsibilities for background investigations and security clearances, administrative recommendations and legislative proposals for security clearance reform, and the implications of the background investigation backlogs.

# CRS created **82** new products in the area of federal government operations and rulemaking.

## SELECTED PRODUCTS

### **CRS Reports**

"The Congressional Review Act: Determining Which 'Rules' Must Be Submitted to Congress" (R45248)

"Emergency Relief for Disaster-Damaged Roads and Public Transportation Systems" (R45298)

"Federal Role in U.S. Campaigns and Elections: An Overview" (R45302)

"Federal Role in Voter Registration: The National Voter Registration Act of 1993 and Subsequent Developments" (R45030)

"FEMA and SBA Disaster Assistance for Individuals and Households: Application Process, Determinations, and Appeals" (R45238)

"Financial Services and General Government (FSGG) FY2018 Appropriations: Independent Agencies and General Provisions" (R45254)

"National Flood Insurance Program: Selected Issues and Legislation in the 115th Congress" (R45099)

"Presidential Appointments to Full-Time Positions in Executive Departments during the 114th Congress" (R45004)

"The Trump Administration and the Unified Agenda of Federal Regulatory and Deregulatory Actions" (R45032)

"The Vacancies Act: A Legal Overview" (R44997)

"Vehicle Fuel Economy and Greenhouse Gas Standards: Frequently Asked Questions" (R45204)

### **Legal Sidebars**

"Advising the President: Rules Governing Access and Accountability of Presidential Advisors" (LSB10183)

"ATF's Ability to Regulate 'Bump Stocks'" (LSB10103)

"UPDATE: Who's the Boss at the CFPB?" (LSB10036)



## TESTIMONY

The House Oversight and Government Reform Subcommittee on Government Affairs called on **Natalie Keegan**, analyst in American federalism and emergency management policy, to testify July 25 at the hearing, "Federal Grant Management." The hearing examined opportunities to standardize federal grant reporting and transparency and reviewed grant modernization priorities in the President's Management Agenda.

## NOTABLE EVENT

CRS held the seminar, "The National Flood Insurance Program and Issues for Possible Reauthorization: Where Are We Now?" on Dec. 15 and 18, 2017, as Congress considered multiple proposals for reauthorizing the program.

## MAJOR POLICY ISSUES

# FEDERAL JUDICIARY AND CONSTITUTIONAL LAW

Congress has a perennial interest in judicial decisions that affect the constitutionality of state and federal legislative enactments. In fiscal 2018, attorneys and analysts prepared written products on numerous topics concerning constitutional law and the federal judiciary, including but not limited to federalism-based limitations on congressional power, campaign finance, presidential pardon authority and abortion. The Service also provided legislative and analytical support when the Senate prepared for confirmation hearings for a new Supreme Court Justice.

**Constitutional Law.** There were a number of significant Supreme Court decisions relating to the First Amendment in the October 2017 term, and attorneys analyzed these cases for congressional staff and provided up-to-date legal analysis on First Amendment issues pertaining to topics such as religious tolerance, social media and communications law. Attorneys provided extensive analytical support to Congress on legislative options available for responding to Supreme Court rulings on matters such as sports gambling, criminal law and procedure, administrative law and immigration. Attorneys provided in-depth research and analysis on general issues of constitutional law, including analyses on the particular modes of constitutional interpretation courts and individual judges may employ.

**Federal Judiciary.** Attorneys provided extensive analytical support to Congress in the area of class action lawsuits and litigation reform. Attorneys offered substantial advice to Congress regarding tools of statutory interpretation, tailored specifically to help Congress understand how these concepts apply when drafting legislation and provided Congress in-depth

research and analysis on the circumstances under which Congress may regulate federal courts by “stripping” federal courts of jurisdiction to hear a class of cases.

**Judiciary.** CRS experts provided research and analysis while the Senate addressed issues related to the selection and confirmation process for a nominee to fill the vacancy on the Supreme Court and the filling of vacancies for lower federal court judgeships. CRS supported congressional staff with analysis of the judicial appointment process and used an internal database to keep Congress informed of the status of current and past nominations. CRS provided research and analysis on issues related to judicial administration, such as the caseloads of various courts and budgetary issues for the judiciary.

**Supreme Court Nomination.** On June 27, 2018, Justice Anthony M. Kennedy announced his retirement from the Supreme Court, effective July 31, 2018, ending a 30-year tenure on the Court. On July 9, 2018, the president nominated Judge Brett Kavanaugh of the federal Court of Appeals for the District of Columbia Circuit to fill the vacancy on the Supreme Court created

# CRS created **203** new products in the area of the federal judiciary and constitutional law.

## SELECTED PRODUCTS

### CRS Reports

"Campaign Finance Law: An Analysis of Key Issues, Recent Developments, and Constitutional Considerations for Legislation" (R45320)

"Federalism-Based Limitations on Congressional Power: An Overview" (R45323)

"International Law and Agreements: Their Effect upon U.S. Law" (RL32528)

"Judge Brett M. Kavanaugh: His Jurisprudence and Potential Impact on the Supreme Court" (R45293)

### "Modes of Constitutional Interpretation"

(R45129)

"Post-Heller Second Amendment Jurisprudence" (R4461)

"Sexual Harassment and Title VII: Selected Legal Issues" (R45155)

"Statutory Interpretation: Theories, Tools, and Trends" (R45153)

"Supreme Court October Term 2017: A Review of Selected Major Rulings" (R45316)

"The Supreme Court's Overruling of Constitutional Precedent" (R45319)

### Legal Sidebars

"Antitrust and the iPhone: Supreme Court to Consider Whether App Store Customers Can Sue Apple for Monopolization" (LSB10219)

"DACA: Litigation Status Update" (LSB10216)

"Deference and its Discontents: Will the Supreme Court Overrule *Chevron*?" (LSB10204)

"Supreme Court Invalidates Public-Sector Union Agency Fees: Considerations for Congress in the Wake of *Janus*" (LSB10174)



## NOTABLE EVENTS

Each fall and spring, CRS holds the Federal Law Update, a series of seminars on developments in federal law. CRS legislative attorneys provide updates on important issues of law directly related to the legislative business of Congress. The seminars are open to all legislative branch employees. Seminar topics this fiscal year included the Supreme Court's term, immigration enforcement, constitutional interpretation, the Clean Water Act, Dodd-Frank updates and professional ethics.

by Justice Kennedy's retirement. Attorneys provided in-depth research and analysis on Justice Kennedy's tenure on the Supreme Court, and attorneys and librarians provided information on Judge Kavanaugh's background and jurisprudence, including a summary of all his written judicial opinions. Attorneys provided

in-depth research and analysis in writing and consultations regarding Judge Kavanaugh's jurisprudence and indications about the type of Justice he may become if confirmed. Attorneys also provided consultations, research and analysis regarding the Supreme Court nomination process.

## MAJOR POLICY ISSUES

# FOREIGN AFFAIRS

The Service supported Congress across a broad range of foreign affairs issues spanning geographic regions and complex conflicts and involving an array of foreign policy instruments and institutions. Highlights of research include analysis on Russia, including sanctions policy in response to numerous areas of concern about Russian behavior, and analysis on North Korea, such as heightened concerns about its nuclear and ballistic missile threat as well as an abrupt shift toward diplomatic avenues. Additionally, CRS analyzed the Iran nuclear agreement and the U.S. decision to withdraw from the multilateral action plan with Iran.

**Burma's Refugee Crisis.** The violent, forced displacement of 700,000 Rohingya from Rakhine State—creating a humanitarian crisis across the border in Bangladesh—and the escalation of fighting in Kachin State and Shan State heightened congressional interest in Burma and U.S. policy toward Burma. The Service provided Members, staff and committees with expert analysis of the complex drivers of the Rohingya crisis and the roots of ethnic violence, international investigations into the events, the humanitarian impact of the exodus to Bangladesh and the administration’s policies. CRS analysts testified before a Tom Lantos Human Rights Commission hearing and wrote several reports and custom products about developments in Burma and Bangladesh, providing, among other assessments, detailed analyses of domestic factors in Burma contributing to the continuing crisis, the implications of the forced displacement of the Rohingya and potential future scenarios.

**Conflicts in Iraq and Syria.** The struggles in both Syria and Iraq presented challenges for Congress. U.S. military operations further reduced the Islamic State’s

grip on territory, but U.S. adversaries in Syria gained the upper hand in the country’s long-running civil war. In Iraq, U.S. partners reopened long-deferred disputes and became mired in renewed political competition. CRS support to Congress highlighted ways in which prevailing policy approaches adopted and adapted by the past and current administrations might be tested by changing conditions in both conflicts. This analysis assisted Congress in its exercise of oversight amid congressional concern about U.S. policy reflected in legislation considered and adopted in both chambers.

**International Dimensions of the Opioid Epidemic.** A critical dimension of the deadly U.S. opioid epidemic has been the flow of illicit opioids from foreign sources. In particular, overdose deaths in the United States from the abuse of foreign-sourced fentanyl and fentanyl-related compounds have continued to rise, leading policymakers in Congress to examine existing U.S. policy tools to combat illicit drug production and trafficking, particularly in and from China and through Mexico and Canada. On the international front, U.S. policy has focused largely on bilateral cooperation



**“The ever-increasing number of think tanks and news sources amplifies the importance of the CRS mission to serve as a trustworthy congressional source for contextualizing debates on pressing issues.”**

Tiaji Salaam-Blyther  
Specialist in Global Health

measures on enhanced penalties for trafficking; enhanced controls, security cooperation and inspections; and increased use of sanctions designations and applications, including those under the Foreign Narcotics Kingpin Designation Act. CRS analysts provided analytical and consultative support to congressional offices and committees while they examined multiple dimensions of the opioid crisis and new legislation.

**International Law.** In response to congressional queries about the administration’s actual or planned withdrawal from various international agreements, such as the Iran Nuclear Agreement and the Paris Agreement, attorneys provided legal analysis of the rules governing termination of treaties and other international agreements and their implications for Congress. Attorneys offered in-depth analysis of the Alien Tort

Statute, which has become a vehicle for foreign nationals seeking redress in U.S. courts for injuries caused by human rights offenses and acts of terrorism, and provided extensive research and analysis regarding law enforcement access to overseas data under the CLOUD Act. Attorneys provided updates on legal developments regarding the interpretation of foreign law in U.S. federal courts, sovereign immunity for foreign nations and the interpretation of the standard for material support for terrorism. Attorneys also provided in-depth research and analysis to Congress regarding state power over international relations in the U.S. federal system.

**Iran Nuclear Agreement and Potential Options.** The Service provided comprehensive analyses and assessments of the administration’s consideration of and decision to exit the nuclear-related Joint Comprehensive Plan of Action

## MAJOR POLICY ISSUES ▶ FOREIGN AFFAIRS

(JCPOA) with Iran and to re-impose sanctions. The decision sparked debate in Congress, in part because Iran was widely acknowledged, including by the administration, to be complying with the accord. Analysts were called upon to respond to numerous congressional inquiries on the re-imposition of sanctions, including how U.S. allies and other countries were responding to these steps, as well as on the consideration of additional sanctions legislation. Experts also advised Congress on other issues related to Iran, including Tehran's ballistic missile program and the role played by Iran's Revolutionary Guard Corps, both within Iran and throughout the region. Further, CRS provided Congress with ongoing updates on and analysis of developments related to Iran's political and economic environment, foreign policy, nuclear program and human rights practices.

**Niger.** The deadly attack on U.S. soldiers in Niger in October 2017 prompted a number of congressional oversight efforts pertaining to the U.S. military presence in Africa. The attack elevated congressional focus on U.S. counterterrorism and stabilization efforts in Africa and renewed interest in the broader debate over the authorization of the use of military force and the role of Congress. Congress also began efforts to address the size and scope of U.S. security assistance in the Sahel region. CRS analysts provided ongoing support on a wide range of these oversight initiatives.

**North Korea.** North Korea's advances in its nuclear and ballistic missile programs transformed the risk Pyongyang poses from being a threat to U.S. interests in Asia to being a potential threat to the U.S. homeland; in doing so, it continued to be a top priority for Congress. In early 2018, following months of increasingly hostile statements from both Pyongyang and Washington and intensifying international pressure on North Korea, the United States and North Korea shifted toward diplomacy. Congress closely followed North Korean leader Kim Jong-un's meetings with his South Korean and Chinese counterparts and, ultimately, his meeting

with the president on June 12, 2018 in Singapore. CRS analysts provided Members comprehensive and timely analysis on all aspects of this complex and multidimensional set of issues, such as Kim's actions and intentions, the administration's evolving strategy toward North Korea, shifting dynamics in the United States' alliances with South Korea and Japan, and efforts by the international community—particularly key actors such as China and Russia—to maintain sanctions and pressure on North Korea. Additionally, CRS experts advised Congress on North Korea's nuclear and missile capabilities and economic conditions, as well as regional and global responses to North Korea developments, including consideration of additional sanctions. CRS also completed a seminal analysis outlining the strategic context, potential consequences and range of options for potential military action on the Korean Peninsula.

**Russia.** CRS experts supported Congress while they concentrated on several concerns related to developments in Russia across a range of activities pertaining to Ukraine, continued operations and support for President Bashar al-Assad in Syria, weapons proliferation and human rights, among others. Ongoing investigations into Russia's cyber-related operations targeting the 2016 U.S. presidential election and possibly the 2018 midterm elections remained a key concern, and CRS analysts and information professionals provided analyses and consultations. CRS provided research and analysis on evolving U.S. policy toward the Putin government as well as the extent to which the administration was or was not implementing existing sanctions authorities, such as those included in the Countering America's Adversaries Through Sanctions Act of 2017. CRS supported both the House and Senate when they considered new sanctions measures in draft bills following the poisoning of a Russian defector and his daughter in the UK with a chemical weapon agent. Sanctions were eventually imposed as authorized by the 1991 Chemical and Biological Weapons Control and Warfare Elimination Act.

# CRS created **185** new products in the area of foreign affairs.

## SELECTED PRODUCTS

### **CRS Reports**

"Afghanistan: Background and U.S. Policy In Brief" (R45122)

"Department of State, Foreign Operations and Related Programs: FY2019 Budget and Appropriations" (R45168)

"Latin America and the Caribbean: Issues in the 115th Congress" (R45120)

"Niger: Frequently Asked Questions About the October 2017 Attack on U.S. Soldiers" (R44995)

"Nuclear Negotiations with North Korea" (R45033)

"OPIC, USAID, and Proposed Development Finance Reorganization" (R45180)

"A Peace Treaty with North Korea?" (R45169)

"The Rohingya Crises in Bangladesh and Burma" (R45016)

"The War in Yemen: A Compilation of Legislation in the 115th Congress" (R45046)

### **In Focus**

"Countering America's Adversaries Through Sanctions Act (CAATS Act) Deadlines, Time Frames, and Start Dates" (IF10805)

"Illicit Fentanyl, China's Role, and U.S. Foreign Policy Options" (IF10890)

"Possible Additional Sanctions on Iran" (IF10801)

"U.S. Sanctions on Russia: An Overview" (IF10779)

### **Insight**

"NATO's 2018 Brussels Summit" (IN10926)



## TESTIMONY

The House's bipartisan Tom Lantos Human Rights Commission called on **Michael Martin**, specialist in Asian affairs, to testify July 25, 2018, at their "Victims' Rights in Burma" hearing. Martin spoke about the relations between civilian and military components of the Burmese government and their implications for ethnic conflicts.

## NOTABLE EVENTS

The "Challenges to the Current Global Order" seminar series, inaugurated in fiscal 2018, examines issues in the ongoing debate surrounding the future of the U.S.-led international order. "Issues for Congress: The Future of the U.S.-Led International Order," held Sept. 14, 2018, discussed the trends and developments that are prompting concerns about the global order and addressed the issues for Congress in shaping foreign and national security policy. "China, the United States and the Future International Order," held Sept. 26, 2018, examined the Communist Party of China's approach to key elements of the current global order.

## MAJOR POLICY ISSUES

### HEALTH CARE

Congress engages in perennial debate over many complex issues related to health care, including coverage, accessibility, cost, accountability, quality and safety. This fiscal year, Members considered legislative action that impacts major U.S. health care stakeholders, such as federal and state governments, employers, insurers, health care providers, the medical products industry and consumers. As part of these efforts, Members, congressional committees and staff relied on the Service to address concerns with respect to federal health care programs, the opioid epidemic, private health insurance, prescription drugs and the Pandemic and All-Hazards Preparedness Reauthorization Act.

**Federal Health Insurance Programs.** CRS experts assisted Congress with all phases of the process leading to the passage of legislation addressing the State Children's Health Insurance Program's (CHIP) financing extension and rescission of unspent federal CHIP funds, as well as multiple Medicare, Medicaid and public health provisions that were set to expire in 2017. Congress also relied on CRS expertise as it addressed additional concerns related to Medicaid and Medicare, including the proposed elimination of Medicaid disproportionate share hospital allotment reductions required under the Patient Protection and Affordable Care Act (ACA), the Medicaid funding cliff in Puerto Rico, the interaction of Medicaid and immigration law, the chronic health care needs of Medicare beneficiaries, and Medicare uncompensated care and charity care payments to hospitals. The Service monitored developments regarding the expansion of Medicaid under the ACA, regulatory approval of waivers allowing states additional flexibility to make major changes to the Medicaid program, changes to Medicaid managed care regulations, as well as nursing home quality measurement and oversight across federal health programs, and Medicare nursing home payments. CRS analysts also worked with Congress to

develop legislation on mental health and substance use disorders across federal health programs.

**Health Insurance Law.** Attorneys responded to legal issues arising under the ACA, for example, by providing legal analysis of a state constitutional challenge to the ACA's individual mandate, and analyzing possible implications of the administration's decision to cease the cost-sharing reduction payments to qualified health plans under the ACA. Analysts and attorneys provided extensive analytical support to Congress on hospital charity care and related reporting requirements under Medicare and the Internal Revenue Code. In 2018, the Department of Labor promulgated a rule that aimed to broaden access to association health plans, and attorneys analyzed the legal framework behind the regulatory change and certain legal issues that arose with respect to association health plans.

**Opioid Crisis.** Attorneys provided extensive analytical support for Congress in examining the Food and Drug Administration's (FDA) multidimensional approach in its response to the opioid epidemic; the FDA's use of its existing legal authorities under the Federal Food, Drug

A professional woman with dark hair, wearing a dark blue blazer over a teal top with a ruffled collar, stands in an ornate room with wood paneling and marble railings. She is gesturing with her hands while speaking. A quote is overlaid on the right side of the image.

**“In order to respond to the breadth of congressional requests regarding health insurance, my work entails knowledge of federal and state laws, available data sources, and historical and contemporary events of national importance.”**

Bernadette Fernandez  
Specialist in Health Care Financing

and Cosmetic Act (FD&C Act); and recent FDA action taken to target the misuse of opioid products. Attorneys provided Congress extensive analytical support that examined the Department of Justice Drug Enforcement Administration's legal authorities under the Controlled Substances Act for combating the opioid crisis, including relevant legislation and recent administration actions. (See also: Opioids, page 63)

### Pandemic and All-Hazards Preparedness

**Reauthorization Act.** Every five years, Congress has considered and revised the laws that guide preparedness for and response to public health emergencies. The fiscal 2018 reauthorization called on Congress to address issues raised by the earlier Ebola and Zika virus outbreaks and several destructive 2017 hurricanes. In addition, the opioid overdose epidemic led to a broad exploration of the scope of the nation's emergency management laws. CRS offered expert consultation throughout the reauthorization process on matters of emergency authority and funding, development and use of new vaccines and treatments, response workforce capacity, continuity of public and private health services, and disaster-affected population health and mental health assessments, among others.

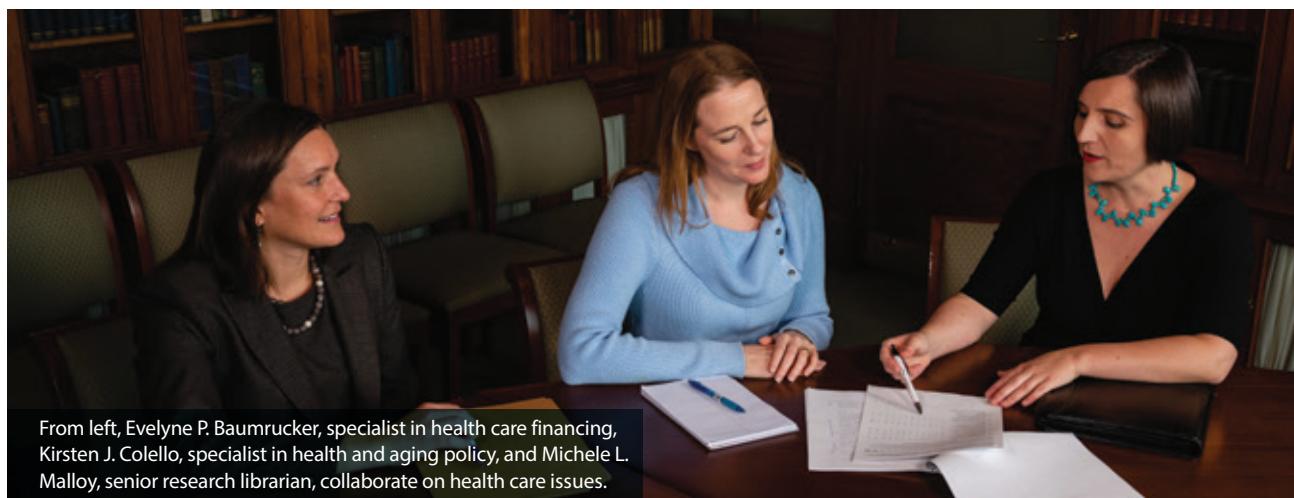
**Prescription Drugs.** CRS provided Congress with analysis of prescription drug development, distribution, coverage and spending issues. In 2018, the administration released "American Patients First" blueprint, which provided strategies to reduce drug prices. Analysts provided information and analysis to Congress on prescription drug spending and pricing trends in federal health programs, as well as on the pharmaceutical supply chain. The Service provided expertise to Congress in analyzing potential reform of the Public Health Service Act Section 340B drug pricing program and Medicare Part D provisions in the Bipartisan Budget Act of 2018 that increased the manufacturer discount on certain brand-name drugs and closed the Part D "donut hole."

The Service also assisted Congress with proposals to increase generic drug development and approval, promote price transparency—including disclosure in advertisements—and assess the feasibility of drug importation.

**Prescription Drug Regulation.** In response to congressional interest in passage of a federal "right-to-try law," a type of law that generally aims to allow terminally ill patients to obtain speedy access to experimental medications without clinical trial participation or FDA permission, attorneys provided analytical support on legal issues such as access to experimental therapies for treatment use, relevant state law and proposed legislation. Given wide congressional interest and potential administration action in this area, attorneys offered analytical support to Congress concerning application of the federal anti-kickback statute and the Secretary of the Department of Health and Human Services' authority to alter an existing regulatory safe harbor.

**Private Health Insurance.** Congress considered amendments to the ACA and oversaw implementation of its private health insurance provisions. During this time, CRS provided in-depth analysis of issues relevant to the ACA, including approaches to stabilizing the individual insurance market through the funding of insurer payments for the law's cost-sharing subsidies that were terminated by the administration in October 2017 and the use of the Section 1332 waiver process to establish state reinsurance programs, the elimination of the penalty associated with the individual mandate under the 2017 tax revision, requirements for coverage of benefits and legal challenges to the ACA. The Service also provided expertise on private health insurance issues outside of the ACA, such as the administration's actions regarding association health plans and short-term plans, legislation to modify health savings accounts, price transparency proposals and health reform proposals, including single-payer and Medicare and Medicaid buy-in approaches.

## CRS created **65** new products in the area of health care.



### SELECTED PRODUCTS

#### **CRS Reports**

"Abortion At or Over 20 Weeks' Gestation: Frequently Asked Questions" (R45161)

"Background Information on Health Coverage Options Addressed in Executive Order 13813" (R45216)

"Bipartisan Budget Act of 2018 (P.L. 115-123): Brief Summary of Division E—The Advancing Chronic Care, Extenders, and Social Services (ACCESS) Act" (R45126)

"Children's Hospitals Graduate Medical Education (CHGME)" (R45067)

"Comparison of the Bills to Extend State Children's Health Insurance Program (CHIP) Funding" (R44989)

"Drug Compounding: FDA Authority and Possible Issues for Congress" (R45069)

"Federal Requirements on Private Health Insurance Plans" (R45146)

"Legal Authorities Under the Controlled Substances Act to Combat the Opioid Crisis" (R45164)

"The Opioid Epidemic and Federal Efforts to Address It: Frequently Asked Questions" (R44987)

"The Opioid Epidemic and the Food and Drug Administration: Legal Authorities and Recent Agency Action" (R45218)

**In Focus**  
"Medicare Coverage of Opioid Addiction Treatment Services" (IF10875)

**Insight**  
"Consumer Protections in Private Health Insurance for Individuals with Preexisting Health Conditions" (IN10969)

#### **Legal Sidebars**

"Department of Health and Human Services Halts Cost-Sharing Reduction (CSR) Payments" (LSB10018)

"Federal 'Right-to-Try' Legislation: Legal Considerations" (LSB10115)

### NOTABLE EVENT

The seminar "The Good, the Bad and the Ugly of Opioids—Policy Perspectives on Opioid Use and the U.S. Opioid Epidemic," held Dec. 12, 2017 and Jan. 23, 2018, highlighted key aspects of the federal response to the opioid epidemic in the areas of health, crime, economic and foreign policy.

## MAJOR POLICY ISSUES

# HOMELAND SECURITY AND IMMIGRATION

Congress continued to debate a range of homeland security issues, including extensive discussions on disaster relief, border security, immigration policy and cybersecurity. A series of major hurricanes and wildfires in late 2017 led to historically high disaster relief appropriations and consequent policy reforms. The administration continued to promote and Congress continued to debate its border security vision and immigration policy proposals. Cybersecurity held a prominent place on the congressional agenda with concerns about data security, privacy and the role of federal agencies. Throughout, CRS provided analytical support for public congressional debate and internal deliberations on legislative solutions.

**Border Security.** Congress continued its focus on border security, in part due to the president's position on building a wall on the U.S.-Mexico border as a security measure. Experts provided information and analysis to inform Congress's examination of budget proposals tied to the construction and maintenance of border infrastructure. Analysts and attorneys advised Members and congressional staff on the efficacy and security implications of wall construction, executive branch authority to construct fencing along the southwest border and relevant technical specifications, including the location and length covered by existing barriers and technologies that work in conjunction with border barriers. Attorneys provided overviews of laws regulating the admission and exclusion of aliens at the border and their rights under the Fourth Amendment to the U.S. Constitution. Attorneys also provided to Congress research and analysis regarding the President's authority to use the National Guard or the Armed Forces to secure the border.

**Immigration Policy.** Immigration policy was a major focus of the 115th Congress. The Service supported congressional interest in legislation related to Deferred Action for Childhood Arrivals (DACA), family-based immigration, merit-based immigration, Temporary Protected Status, and the Diversity Visa Program. The Service supported all stages of the legislative process by discussing legislative proposals and reviewing draft bills, holding seminars, producing relevant reports and memos, and briefing individual congressional offices on legislative proposals and the administration's mandates. Staff worked with Members, committees and their staffs on broad proposals for immigration reform as well as more narrow efforts intended to solve the most pressing immigration issues. The administration implemented the 100 percent prosecution policy of those arrested for entering the country illegally in May 2017, and CRS helped Members, their staff and committees understand and address the outcomes of this policy.

# CRS created **78** new products in the area of homeland security and immigration.

## SELECTED PRODUCTS

### **CRS Reports**

"2017 Disaster Supplemental Appropriations: Overview" (R45084)  
 "Cybersecurity: Selected Issues for the 115th Congress" (R45127)  
 "Flood Resilience and Risk Reduction: Federal Assistance and Programs" (R45017)

"Information Warfare: Issues for Congress" (R45142)

"A Primer on U.S. Immigration Policy" (R45020)

"Security of Air Cargo Shipments, Operations, and Facilities" (R45082)

"Unauthorized Childhood Arrivals: Legislative Activity in the 115th Congress" (R45139)

### **Insights**

"Diversity Immigrant Visa Program" (IN10815)

"Natural Disasters of 2017: Congressional Considerations Related to FEMA Assistance" (IN10810)

"What Happens If the National Flood Insurance Program (NFIP) Lapses?" (IN10835)

### **Legal Sidebars**

"DACA Rescission: Legal Issues and Litigation Status" (LSB10136)

"An Overview of U.S. Immigration Laws Regulating the Admission and Exclusion of Aliens at the Border" (LSB10150)

### **Video**

"The 'Travel Ban' and the Federal Government's Power to Exclude Aliens" (WVB00182)

**Immigration Law.** CRS attorneys provided research, analysis and consultation regarding the legal principles at play in immigration enforcement along the border, including the administration's family separation policy, as well as judicial rulings and statutes governing family detention, the handling of unaccompanied alien children and related legislative options. Attorneys provided in-depth research and analysis of the judicial and legislative developments informing the immigration consequences of criminal activity. While the travel ban executive order litigation wound its way through the courts, attorneys provided updates, analysis and research on the order, the litigation, various courts' decisions and the legality of nationwide injunctions more generally. Attorneys provided information and analysis on relief

from removal, including temporary protected status and other designations, such as deferred action, DACA and litigation concerning the administration's planned phase-out of DACA and certain other forms of relief.

**Transportation Security Administration.** The Service supported Congress in the consideration of a number of reforms to Transportation Security Administration operations as part of efforts to assess the Department of Homeland Security. These issues included administrative changes, passenger security screening initiatives, airport access controls and perimeter security, air cargo security, information sharing and cybersecurity, surface transportation security measures and security enhancements in public areas of transportation facilities.

## MAJOR POLICY ISSUES

# JUSTICE AND LAW ENFORCEMENT

The Service provided legislative and analytical support to Congress while it considered a variety of criminal justice issues, including cybercrime, law enforcement's access to cell phone records, the president's pardon authority and mandatory minimum sentences for federal drug offenses. Congressional concerns about an increasing number of opioid-related deaths brought efforts to combat opioid addiction to the fore, and Congress considered and passed the SUPPORT for Patients and Communities Act. Mass shootings in Las Vegas; Santa Fe, Texas; and Parkland, Florida again drew interest in whether there should be additional regulations regarding the transfer or possession of firearms.

**Criminal Justice.** Attorneys provided research and analysis on mandatory minimum sentencing of federal drug offenses, false statements of perjury, money laundering, and related criminal law and statutes of limitations in federal criminal cases. Attorneys supported congressional staff with in-depth research and analysis on issues under the Fourth Amendment to the U.S. Constitution, including a major Supreme Court case, *Carpenter v. United States*, which concerned the government's ability to access cell phone records. Attorneys provided extensive analytical support to Congress on the president's power to pardon individuals convicted of crimes, generally and specifically as to those individuals convicted of contempt of court. Attorneys responded to federal district court and Supreme Court decisions on the contours of federal criminal law and provided legal analysis to congressional staff regarding an Attorney General memorandum on federal marijuana enforcement that shifted certain enforcement priorities of the Department of Justice from those established under the previous administration.

**Cybercrime.** The 21st century has brought with it new forms of crime that use computers and computer

networks for malicious purposes. CRS analysts worked with congressional staff on issues ranging from broadly conceptualizing cybercrime and other cyber threats to drafting legislation and conducting oversight of federal efforts to thwart malicious actors who exploit the digital realm. CRS maintained products and conducted briefings and presentations to help congressional clients understand the intersection between the ill-defined concept of "cybercrime" and crimes that are considered to be more traditional threats, such as identity theft and stalking. CRS analysts also organized and accompanied congressional staff on site visits to examine federal law enforcement efforts to gather digital evidence and prosecute offenders who rely on technology to victimize individuals and organizations. (See also: Cybersecurity, page 64)

**Firearms Regulation.** Attorneys provided analysis on congressional proposals regarding the acquisition or possession of a firearm and concealed carry provisions and provided analytical support to Congress regarding the authority of the Justice Department's Bureau of Alcohol, Tobacco, Firearms and Explosives to regulate "bump stock" devices. Attorneys offered extensive

# CRS created **63** new products in the area of justice and law enforcement.

## SELECTED PRODUCTS

### **CRS Reports**

"The Federal 'Crime of Violence' Definition: Overview and Judicial Developments" (R45220)

"High Intensity Drug Trafficking Areas (HIDTA) Program" (R45188)

"Mandatory Minimum Sentencing of Federal Drug Offenses" (R45074)

"MS-13 in the United States and Federal Law Enforcement Efforts" (R45292)

"The Opioid Epidemic and Federal Efforts to Address It: Frequently Asked Questions" (R44987)

"Recent Violent Crime Trends in the United States" (R45236)

"School Resource Officers: Issues for Congress" (R45251)

### **In Focus**

"Department of Justice Support for School Safety Initiatives" (IF10836)

"FBI Categorization of Domestic Terrorism" (IF10769)

### **Insights**

"Gun Control: 3D-Printed Firearms" (IN10953)

"Gun Control: Concealed Carry Legislation in the 115th Congress" (IN10852)

"The Role of the Office of National Drug Control Policy (ONDCP)" (IN10912)

### **Legal Sidebars**

"ATF's Ability to Regulate 'Bump Stocks'" (LSB10103)

"Attorney General's Memorandum on Federal Marijuana Enforcement: Possible Impacts" (LSB10054)

## NOTABLE EVENT

"Introduction to Federal Resources for Public School Safety and Security," held May 29, 2018, provided an introduction to federal resources for states and localities to address public school safety and security. CRS experts addressed federal assets, funding, assistance and guidance provided to state, local and tribal governments.

analytical support to Congress on jurisprudence under the Second Amendment to the U.S. Constitution.

**Opioids.** The 115th Congress continued its efforts to address the nation's opioid epidemic. CRS staff worked closely with leadership offices and committees of jurisdiction during the legislative process by reviewing draft bills, discussing policy options, helping to resolve differences between House and Senate bills and supporting work on appropriations for opioid-related

programs. The Service helped Members and staff to understand how various federal agencies involved in combating the opioid epidemic interact with each other, with states and other entities. CRS also led several comprehensive policy seminars on the opioid epidemic and provided expertise in health, economic, criminal justice and foreign policy to assist Congress in understanding and approaching the opioid epidemic from a variety of perspectives. (See also: Opioids Crisis, page 56)

## MAJOR POLICY ISSUES

# SCIENCE AND TECHNOLOGY

Science and technology have an impact on almost all policy issues of interest to Congress. CRS staff served Congress with written products, briefings and seminars on technology policy and competitiveness, cybersecurity activities, and telecommunications and Internet policy, and provided in-depth analysis of federal research and development funding.

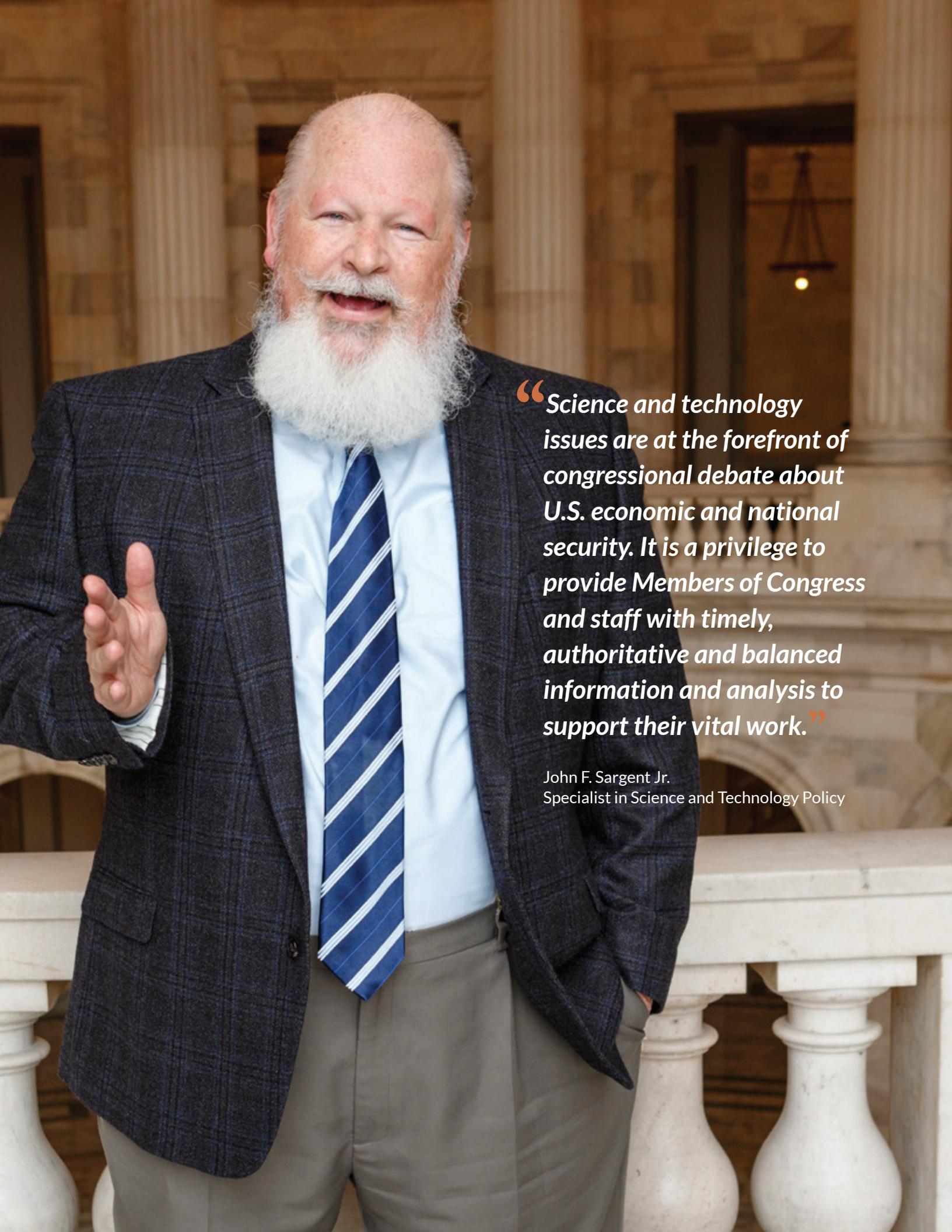
**Cybersecurity.** Cybersecurity was an active issue for Congress, and issues such as data privacy, breaches and usage resulted in several hearings and legislative proposals. CRS cybersecurity experts provided in-depth support to Members, committees and congressional staff to help them better understand cybersecurity implications on topics of national significance such as elections, blockchain and social media. Attorneys and analysts provided research and analytical assistance to congressional staff on a variety of related issues and developments, including encryption, data breaches in the private and public sectors, and the development and implementation of a federal cybersecurity strategy. Among the specific topics addressed were the integrity of the U.S. voting infrastructure and congressional interest in the integrity of nationwide elections; domestic data privacy, in the light of new foreign regulations; data breaches in the public and private sectors; and cybersecurity relating to emerging technologies. CRS provided written analysis and in-depth briefings to Members and staff of committees of jurisdiction in support of efforts to develop and consider legislation relevant to this range of issues. Experts also testified before committees of jurisdiction on cybersecurity topics. (See also: Cybercrime, page 62)

**Disruptive Technologies.** Disruptive technologies are those innovative technologies that have significant social and economic impacts. The Service developed an ongoing series of seminars for congressional staff on

disruptive technologies. The seminars brought together outside experts on a specific topic to explain the relevant technologies and their implications and to explore legislative options on the issues the technologies raise. These seminars addressed cybersecurity, autonomous vehicles, U.S. space policy and artificial intelligence.

**Intellectual Property.** The Supreme Court issued several notable decisions on patent law, and attorneys responded with legal analysis regarding the time at which patent owners may recover foreign-based damages in certain infringement cases, “partial” administrative reviews of patent claims and venue for patent infringement claims. Attorneys provided extensive analytical support to Congress regarding the intersection of patent law and tribal sovereignty. Attorneys also advised congressional staff on a broad range of intellectual property issues, including reforming the copyright music licensing system; improving legal mechanisms to address online piracy of copyrighted content and the sale of counterfeit products; amending the Digital Millennium Copyright Act; and reforming the patent litigation system.

**Science and Technology Policy.** In a complex global environment, science and technology—from basic research funding through technology development to commercial applications—have an impact on almost all policy issues of interest to Congress. The Service conducted its bicameral seminars for congressional staff



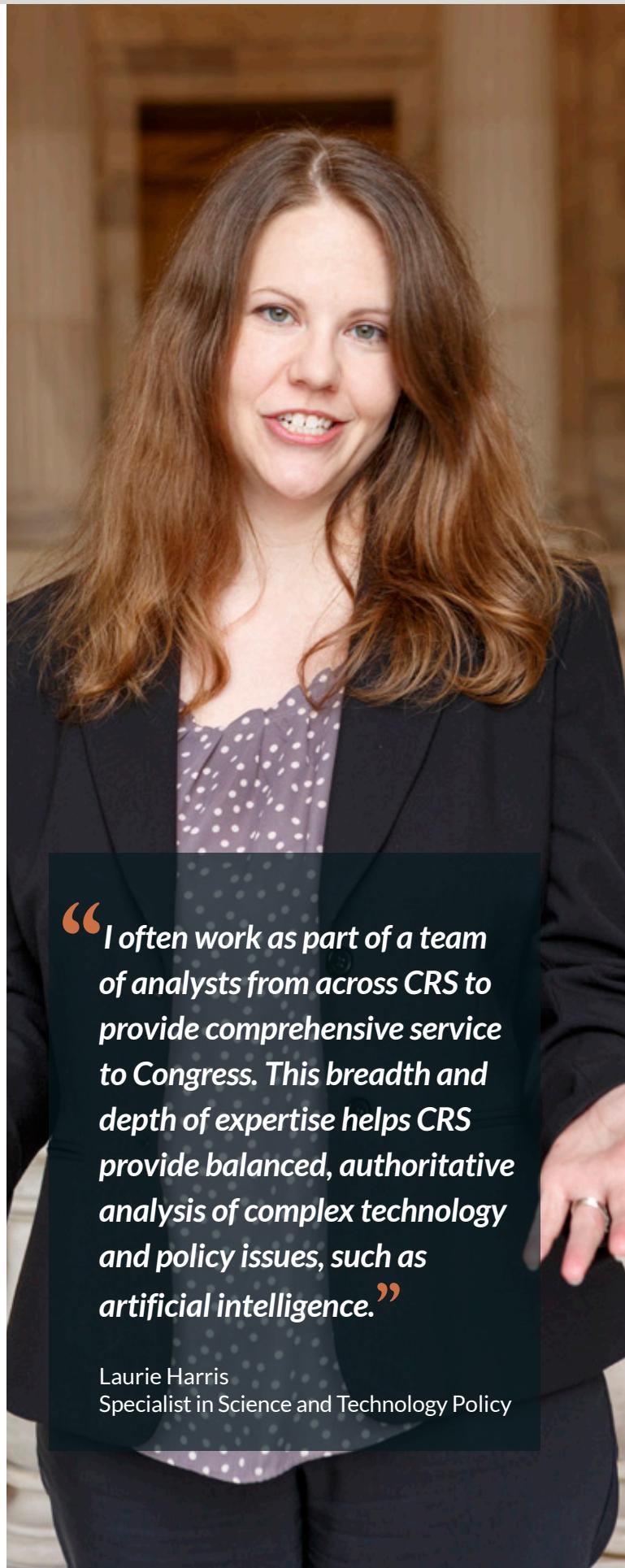
**“Science and technology issues are at the forefront of congressional debate about U.S. economic and national security. It is a privilege to provide Members of Congress and staff with timely, authoritative and balanced information and analysis to support their vital work.”**

John F. Sargent Jr.  
Specialist in Science and Technology Policy

on the annual federal research and development budget to inform staff of appropriations for the science mission agencies in the federal government. CRS also supported efforts in both chambers to reauthorize the Small Business Innovation Research program by providing qualitative and quantitative analysis to federal agencies' set-aside requirements. CRS specialists and attorneys provided consultation and analysis to Congress on U.S. space policy and the future of U.S. participation in flights to the International Space Station, the role of NASA and planned private-sector, commercial space flights. While Congress examined the role of the federal government in supporting science, engineering and mathematics education, CRS provided expert research, analysis, consultation and background for committees of jurisdiction.

#### **Telecommunications and Internet Policy.**

Telecommunications and internet technology policy were of interest to Congress in the last year. On the issue of "net neutrality," CRS provided consultation and analysis before the Congressional Review Act vote to repeal the Federal Communication Commission's current policy on net neutrality. The extension of broadband technologies to remote areas, particularly tribal lands, became an issue of interest as policymakers sought to address the national "digital divide." The Service assisted staff with the nationwide issue of unwanted "robocalls" by providing research, analysis and consultation on various legislation and for committee hearings. The false alert of a missile approaching Hawaii and a series of natural disasters across the country resulted in CRS consultation and analysis for Members and their staff on federal emergency communications policy and alerting systems and the prospect of a national 911 communications system. Attorneys provided in-depth research and analysis to Congress on interpretations of the Communications Decency Act of 1996, particularly Section 230, which generally protects online service providers from legal liability that stems from content created by the users of their services, with some exceptions. CRS staff analyzed the potential for media consolidation. For example, they provided analysis of a landmark legal decision approving the merger of AT&T and Time Warner.



**“I often work as part of a team of analysts from across CRS to provide comprehensive service to Congress. This breadth and depth of expertise helps CRS provide balanced, authoritative analysis of complex technology and policy issues, such as artificial intelligence.”**

Laurie Harris  
Specialist in Science and Technology Policy

# CRS created **90** new products in the area of science and technology.

## SELECTED PRODUCTS

### **CRS Reports**

"Advanced Gene Editing: CRISPR-Cas9" (R44824)

"Artificial Intelligence and National Security" (R45178)

"Broadband Internet Access and the Digital Divide: Federal Assistance Programs" (RL30719)

"Cybersecurity: Selected Issues for the 115th Congress" (R45127)

"Defense Science and Technology Funding" (R45110)

"Evolving Assessments of Human and Natural Contributions to Climate Change" (R45086)

"Federal Research and Development Funding: FY2019" (R45150)

"The First Responder Network (FirstNet) and Next-Generation Communications for Public Safety: Issues for Congress" (R45179)

"The National Science Foundation: FY2018 Appropriations and Funding History" (R45009)

"The Net Neutrality Debate: Access to Broadband Networks" (R40616)

"Protecting Consumers and Businesses From Fraudulent Robocalls" (R45070)

"Science, Technology, Engineering and Mathematics (STEM) Education: An Overview" (R45223)

"The Special Registration for Telemedicine: In Brief" (R45240)

### **In Focus**

"Media Ownership Rules, Diversity and Sinclair-Tribune Merger" (IF10764)

## TESTIMONY

The House Committee on Science, Space and Technology Subcommittee on Oversight and Subcommittee on Research and Technology called on Chris Jaikaran, analyst in cybersecurity policy, to testify Feb. 14, 2018, at the hearing, "Beyond Bitcoin: Emerging Applications for Blockchain Technology." His testimony included an explanation of blockchain technology, potential applications for it, limitations and concerns, and potential considerations for Congress.

## NOTABLE EVENTS

CRS's ongoing "Disruptive Technologies Series" is designed to explain the effects of disruptive technologies and identify related opportunities and policy challenges for Congress. CRS held two seminars in this series in fiscal 2018: "Understanding Blockchain Technology and Its Policy Implications" on Feb. 28, 2018, and "Autonomous Vehicles: Technology and Cybersecurity Issues" on May 22, 2018.

## MAJOR POLICY ISSUES

# SOCIAL WELFARE AND HOUSING

A wide range of federal programs and policies contribute to the social welfare of individuals and families, particularly those with lower incomes. Congress perennially faces issues related to the federal government's role in providing a variety of support, including housing assistance, cash for needy families, child care for working parents, foster care for abused or neglected children and nutrition assistance. In fiscal 2018, when Congress considered the development of legislative proposals affecting social welfare, CRS analyzed current programs and policies and their interactions and assisted Congress in anticipating potential effects of proposed changes.

**Child Care.** Congress called upon CRS to inform the legislative debate on the appropriate role and vehicle for the federal government in supporting child care for working families. Analyses encompassed both tax benefits and spending programs, comparing subsidy levels and the distribution of benefits by family type and income group. Experts used microsimulation modeling to estimate eligibility and receipt of child care benefits under various legislative proposals and to examine the effects of proposed policy changes on American families.

**Child Welfare.** The February 2018 enactment of the Family First Prevention Services Act, as part of the much larger Bipartisan Budget Act, was the culmination of a multi-year effort in Congress to increase federal funding for services that prevent placement of children in foster care and to reduce the inappropriate use of institutional or group homes for children in foster care. The Service facilitated congressional understanding of current policy and assisted lawmakers in developing legislative proposals to address support for foster care prevention and the appropriateness of group care settings for foster children. Since enactment, CRS has worked with staff to identify and find answers to key implementation questions.

**Homelessness.** CRS supported Congress in hearings that explored the issue of homelessness. CRS staff provided analysis on trends in the number of people experiencing homelessness and factors contributing to homelessness. They also provided background on existing programs and document review. The Service assisted in developing multiple pieces of legislation that would aid people experiencing homelessness, including veterans, those living in rural communities and survivors of domestic violence.

**Housing Law.** Attorneys and analysts provided Congress with updates and analysis on housing issues. Attorneys and librarians provided analytical support to Congress regarding the regulation of sober homes under the Fair Housing Act. Attorneys also provided research and analysis to Congress on the Fair Housing Act and regulations issued by the Department of Housing and Urban Development (HUD) regarding potential changes to interpretation of the act. In addition, attorneys analyzed for Congress actions by the administration to review, delay or rescind a number of regulations issued by HUD in the last presidential administration.

# CRS created **40** new products in the area of social welfare and housing.

## SELECTED PRODUCTS

### **CRS Reports**

"The 10-20-30 Plan and Persistent Poverty Counties" (R45100)

"The Child and Dependent Care Credit: Impact of Selected Policy Options" (R45035)

"Child Welfare Funding in FY2018" (R45270)

"Department of Housing and Urban Development (HUD): FY2019 Budget Request Fact Sheet" (R45166)

"Errors and Fraud in the Supplemental Nutrition Assistance Program (SNAP)" (R45147)

"Federal Spending on Benefits and Services for People with Low Income: In Brief" (R45097)

"Housing Issues in the 115th Congress" (R45296)

"Poverty in the United States in 2016: In Brief" (R44991)

"Research Evidence on the Impact of Work Requirements in Need-Tested Programs" (R45317)

"The Supplemental Poverty Measure: Its Core Concepts, Development, and Use" (R45031)

"Teen Birth Trends: In Brief" (R45184)

"Welfare Reform: Work Status of Single Mothers, In Brief" (R45112)

### **In Focus**

"Temporary Assistance for Needy Families: The Decline in the Cash Assistance Caseload" (IF10889)

### **Insights**

"Family First Prevention Services Act (FFPSA)" (IN10858)



Gene Falk, specialist in social policy, speaks at an event.

**Nutrition Assistance.** The Service provided research and analysis to Congress on federal domestic nutrition assistance programs, in particular the Supplemental Nutrition Assistance Program (SNAP). Experts provided legislative support during a reauthorization year as lawmakers developed and considered the 2018 farm bill and, in particular, weighed different versions of SNAP provisions. Errors and fraud in SNAP have long been complex and nuanced topics; to assist Congress in understanding these complexities, CRS created products on available data sources and potential policy options for further promoting program integrity, and products that orient policymakers to the terminology.

### **Temporary Assistance for Needy Families.**

Congress began to consider legislation to reauthorize and revise the Temporary Assistance for Needy Families (TANF) block grant, which was initially created in the 1996 welfare reform law. The House Ways and Means Committee reported this legislation in May 2018. In preparation for a TANF reauthorization debate, CRS created a series of short reports that summarized and updated previous research on TANF's financing and work requirements, receipt of TANF assistance among those eligible for it and the impact of TANF assistance on child poverty.

## MAJOR POLICY ISSUES

### TAXES, THE BUDGET AND THE ECONOMY

Congress passed a wide-ranging tax bill in 2017 as part of its overall fiscal policy agenda. To help inform congressional offices about the evolving proposals and the content of the enacted legislation, CRS created 19 In Focus products that analyzed different elements of tax reform and the key proposals. The Service also worked with Congress after the tax bill's final passage to help understand how the different pieces of tax reform interact and what questions remain as the executive branch issues regulations that clarify the details of provisions.

**Budget, Debt and Deficit.** The Service provided a wide range of analyses related to fiscal policy and the budgetary implications of legislation. CRS supported Congress during its budget deliberations for fiscal 2018 and 2019 and helped Congress address wider budgetary policy issues, such as the fiscal trajectory of the federal government, changes in the composition and structure of federal outlays and revenues, the impact of the debt limits, and trends in recent and projected net interest payments. CRS helped Congress to understand how the Budget Control Act of 2011 (BCA) affects budgetary tradeoffs, as well as the effects of subsequent legislative modifications of the act. The Service achieved this with written products and congressional seminars focused on the BCA and on the fiscal implications of the act.

**Economic Trends.** The current economic expansion has been characterized by slower economic growth than the preceding 10 expansions, but it has seen increases in recent quarters and is the second longest expansion in recorded history. The 115th Congress closely monitored economic growth and other macroeconomic factors, such as inflation, and debated ways to promote additional growth and look for warning signs of a potential economic slowdown. In support, CRS prepared and maintained a substantial portfolio of written products

analyzing issues related to the economy, monetary policy and fiscal policy.

**Tax Law.** Attorneys and analysts provided extensive analytical support to Congress in connection with the 2017 tax law revision. CRS experts reviewed and commented on draft language and provided analytical support on potential statutory interpretation issues. Attorneys also provided in-depth research and analysis to Congress on the potential implementation and enforcement of the 2017 tax law revision, including information about the types of guidance the Internal Revenue Service may issue and the interaction of tax law with administrative law. Attorneys provided assistance to congressional clients in understanding the conformity of state tax laws to the Internal Revenue Code of 1986 (IRC) and litigation filed by states in connection with the 2017 tax law revision. Tax law experts assisted congressional clients in understanding key tax provisions in the Patient Protection and Affordable Care Act and analyzed the impact of constitutional tax uniformity requirements on efforts to provide health-related tax incentives when Congress considered legislation to repeal and replace the act. The Supreme Court issued *Wayfair v. South Dakota*, a decision regarding state taxation of internet sales, and CRS attorneys provided extensive

# CRS created **100** new products in the area of taxes, the budget and the economy.

## SELECTED PRODUCTS

### **CRS Reports**

"The 2017 Tax Revision (P.L. 115-97): Comparison to 2017 Tax Law" (R45092)

"The Federal Budget: Overview and Issues for FY2019 and Beyond" (R45202)

"Issues in International Corporate Taxation: The 2017 Revision (P.L. 115-97)" (R45186)

"Overview of the Federal Tax System in 2018" (R45145)

"Tax Incentives for Opportunity Zones: In Brief" (R45152)

### **In Focus**

"Comparing Key Elements of H.R. 1 to 2017 Tax Law" (IF10796)

"Comparing Key Tax Reform Elements: Tax Cuts and Jobs Act" (IF10776)

"Tax Cuts and Jobs Act (H.R. 1): Conference Agreement" (IF10792)

"Tax Reform: H.R. 1, Tax Cuts and Jobs Act" (IF10772)

"The Tax Reform Framework" (IF10744)

"Tax Reform: The Senate Tax Proposal" (IF10774)

### **Insights**

"Discretionary Spending Levels Under the Bipartisan Budget Act of 2018" (IN10861)

"Energy Tax Provisions in the Tax Cuts and Jobs Act (H.R. 1)" (IN10813)

"Expired Tax Provisions and 'Tax Extenders'" (IN10848)

## TESTIMONY

The Senate Homeland Security and Governmental Affairs Subcommittee on Federal Spending Oversight and Emergency Management called on Clinton T. Brass, specialist in government organization and management, to testify on Feb. 6, 2018, at the hearing, "Terrible, No Good, Very Bad Ways of Funding Government: Exploring the Cost to Taxpayers of Spending Uncertainty Caused by Governing Through Continuing Resolutions, Giant Omnibus Spending Bills and Shutdown Crises." Brass focused his testimony on the subjects of interim continuing resolutions, their purposes and potential effects, and related subjects.

## NOTABLE EVENT

CRS held seminars throughout fiscal 2018 to support Congress in its consideration of tax and budget legislation and related issues. These included "The 2017 Tax Revision (P.L. 115-97)," "The Tax Cuts and Jobs Act (H.R. 1)," "The Budget Control Act" and "The Debt Limit and Federal Budget: Background and Issues."

analytical support to Congress in understanding the decision and potential legislative responses.

**Tax Policy.** In support of the tax reform debate, and in addition to a broad portfolio of existing products, CRS authored a suite of In Focus products highlighting key issues in tax reform. In addition, the Service provided Congress with analysis that described and explained

draft tax reform language to help facilitate the legislative debate. In addition to written products, the Service also conducted three seminars on tax reform and produced two infographics. The first two seminars were during the legislative debate, and the final seminar occurred after the 2017 tax revision (often cited as the Tax Cut and Jobs Act) had been enacted. The final seminar explained major components of the new tax law.

## MAJOR POLICY ISSUES

# TRADE AND INTERNATIONAL FINANCE

Congress regularly sought CRS expertise on international trade and finance issues while the administration made shifts in U.S. trade policy and as the international economic landscape continued to evolve. The administration's renegotiation of NAFTA and imposition of increased import tariffs under U.S. trade laws led to congressional oversight and debate. Other areas of congressional focus addressed the growing influence of foreign economic actors, including China, through enactment of legislation to revise the U.S. process for examining the national security implications of foreign direct investment and to restructure U.S. development finance agencies into a new U.S. International Development Finance Corporation.

**Trade Investigations and Tariff Measures.** The president initiated investigations to examine the potential impairment of U.S. national security from imports of steel and aluminum and auto imports, as well as China's trade practices on intellectual property and forced technology transfer. In doing so, he used authorities under Section 232 of the Trade Act of 1962 and Section 301 of the Trade Act of 1974, respectively. These investigations resulted in presidential action to impose tariffs on steel (25 percent) and aluminum (10 percent) imports from most countries, with some exceptions, and 25 percent tariffs on \$50 billion in imports from China with potential additional tariff increases on several billions more in China trade. These and similar measures have a range of economic and policy implications of ongoing strong interest to Congress, and CRS assisted Congress on these issues by providing a wide variety of assessments from analyses of broad implications of the measures to detailed examinations of specific, highly technical aspects.

**Trade Law.** Together with policy analysts, attorneys provided in-depth analytical support to Congress on recent administration actions on trade and their implications for trade law. Attorneys provided research and analysis on investigations of Chinese intellectual property practices under Section 301 of the Trade Act of 1974. Attorneys joined policy analysts to provide extensive analytical support to Congress on investigations under Section 232 of the Trade Expansion Act of 1962, which allow the president to impose restrictions on certain imports based on a determination by the Department of Commerce that the product threatens national security. Together with policy analysts, attorneys provided research and analysis on various new proposals for tariffs, including tariffs on steel and aluminum and on solar energy-related imports.

**Renegotiation of the NAFTA.** Using various congressional consultation and notification authorities under U.S. Trade Promotion Authority, the administration

A professional portrait of M. Angeles Villarreal. She is a woman with long, wavy, light brown hair. She is wearing a black V-neck top and a necklace with small pearls and a gold heart-shaped pendant. Her hands are clasped together in front of her. She is looking directly at the camera with a slight smile.

**“The work CRS does for Congress helps policymakers and their staff in a multitude of ways, from increasing their understanding of the nuances of specific policy issues in their legislative work to helping them prepare for meetings, congressional delegations, hearings and other activities.”**

M. Angeles Villarreal  
Specialist in International Trade and Finance

## MAJOR POLICY ISSUES ▶ TRADE AND INTERNATIONAL FINANCE

launched formal renegotiation of the North American Free Trade Agreement (NAFTA), the largest U.S. free trade agreement (FTA), which has been in place since 1994. The negotiations raised several issues of interest for Congress, including potential revision of longstanding NAFTA provisions on auto rules of origin, investment, dispute settlement and government procurement, as well as a U.S. proposal to have the agreement potentially sunset after a five-year review. At the same time, the renegotiation focused on updating the agreement to account for new trade issues not currently addressed or not addressed as fully in NAFTA as in more recent U.S. FTAs. These included such questions as digital trade barriers, IPR and worker rights, among others. The Service provided in-depth written analysis and consultative assistance to Congress on the evolving negotiations and these key issues, as well as on the broader U.S. trade and economic relationship with its North American trading partners, Mexico and Canada. CRS continued to provide critical analyses of the ongoing evolution of issues.

**U.S.-China Trade Relations.** China is the United States' largest U.S. merchandise trading partner (third-largest export market and largest source of imports), and the U.S.-China trade and economic relationship is a major policy focus of Congress and the administration. The administration was critical of the U.S. trade deficit with China and its trade practices, including its industrial policies, technology transfer requirements and IPR practices, and imposed increased tariffs on a number of U.S. imports from China using various trade authorities. China, in turn, retaliated with new tariffs on its imports of U.S. goods. While Congress shared the administration's concerns over some Chinese trade practices, several Members also were concerned with the potential harm to the U.S. economy

from reciprocal rising tariffs. Potential harmful effects could include adverse impacts on major U.S. exports to China, as well as negative implications for key domestic economic sectors, such as agriculture. The Service continued to assist Congress extensively on the numerous and complex issues relating to U.S.-China trade policies.

### **Reform of the U.S. National Security Review**

**of Foreign Investment Transactions.** Congress considered and approved major legislation to reform existing authorities relating to the review of the national security implications of certain foreign investment transactions in the United States by the Committee on Foreign Investment of the United States (CFIUS). Notable areas of congressional focus included examining concerns over potential risks to U.S. technological leadership, national defense and economic security from growing foreign direct investment (FDI), primarily by Chinese firms, in U.S. leading-edge technologies. In its support of Congress on these and related issues, CRS analyzed legislative proposals for reforming the U.S. foreign investment review process and consulted actively with Congress throughout the legislative process on the wide range of issues involved in the then-pending legislation. Congressional approval of the Foreign Investment Risk Review Modernization Act of 2018 was signed into law in August 2018.

### **Financial Crises and Economic Impact of U.S.**

**Sanctions Measures.** The Service assisted Congress on the evolving economic and currency crises in Venezuela and, more recently, Argentina and Turkey. CRS experts continued to examine the economic implications of various sanctions regimes, including those involving Russia, and worked to identify a range of policy tools in addition to potential sanctions to bring deleterious practices to an end.

**CRS created **76** new products in the area of trade and international finance.**

## SELECTED PRODUCTS

### CRS Reports

"Bilateral and Regional Trade Agreements: Issues for Congress" (R45198)

"Farm Policy: USDA's Trade Aid Package" (R45310)

"NAFTA Renegotiation and Modernization" (R44981)

"OPIC, USAID, and Proposed Development Finance Reorganization" (R45180)

"Renegotiating NAFTA and U.S. Textile Manufacturing" (R44998)

### "Section 232

Investigations: Overview and Issues for Congress" (R45249)

"Trade Deficits and U.S. Trade Policy" (R45243)

"U.S. Trade Policy Primer: Frequently Asked Questions" (R45148)

### In Focus

"Blockchain and International Trade" (IF10810)

"CFIUS Reform: Foreign Investment National Security Reviews" (IF10952)

"Digital Currencies: Sanctions Evasion Risks" (IF10825)

"U.S. Trade Debates: Select Disputes and Actions" (IF10958)

### Insights

"Escalating Tariffs: Timeline" (IN10943)

### Legal Sidebar

"Tricks of the Trade: Section 301 Investigation of Chinese Intellectual Property Practices Concludes (Part I)" (LSB10108)

## NOTABLE EVENT

CRS held the informal session, "Recent Trump Administration Action on Trade: Office Hours" on April 24, 2018. CRS analysts and attorneys provided a short overview of recent trade investigations and tariff actions and answered questions about policy, legal implications and potential outcomes.



## MAJOR POLICY ISSUES

### TRANSPORTATION

A key issue in both houses was legislation to reauthorize the Federal Aviation Administration's air traffic control operations. Additionally, the advent of increased autonomy in vehicle technology was a focus for congressional legislative and oversight interests. CRS offered extensive support to the committees of jurisdiction, including memoranda and numerous consultations with Members and staff.

**Autonomous Vehicles.** The potential for passenger vehicles and commercial trucks to operate without human drivers has been of interest to Congress. Regulating the development, production and use of autonomous vehicles involves a complex interplay of federal, state and local authority. Congress has had difficulty reconciling competing policy concerns, such as encouraging innovation, assuring public safety, providing for uniform operating rules, assigning liability, dealing with potential driver job loss and protecting the privacy of vehicle owners' data. The cybersecurity of connected vehicle systems has been part of the policy discussion, and there has been debate over the allocation of specific radio frequencies for the exclusive use by autonomous vehicles. In response, CRS developed a seminar for congressional staff on autonomous vehicle technology, consulted with numerous Members in preparation for hearings and in developing legislative proposals, and worked with committee staff in a legislative and oversight context.

**Aviation Reauthorization.** Disagreements over many issues, including privatization of air traffic control and changes in training requirements for airline pilots, affected passage of a long-term reauthorization of federal civil aviation programs following expiration of the previous law at the end of fiscal 2015. CRS staff

consulted with staff of committees of jurisdiction and with Members in both chambers to address such policy issues as regulation of drone aircraft, implementation of a satellite-based airspace management system, and increased spending for airport improvements. The FAA Reauthorization Act of 2018 was signed into law on Oct. 5, 2018.

**Disaster Response.** In the aftermath of severe hurricanes in 2017, Congress examined the Jones Act, a law reserving shipping between U.S. ports for U.S.-built ships with American crews, and how it might hamper delivery of relief supplies, particularly to Puerto Rico. CRS consulted with congressional offices to inform their understanding of the law and how waiver requests are treated. The Service assisted in developing a variety of bills and amendments to repeal or change the law and provided written analysis on the impact of the Jones Act on stimulated investment in U.S.-flag domestic or international shipping. Separately, CRS advised legislators about how to obtain emergency relief funds to repair disaster-damaged roads and transit systems.

**Transportation Law.** Attorneys assisted congressional staff regarding general questions of transportation law, including implementation of the Real ID Act.

## CRS created **44** new products in the area of transportation.

### SELECTED PRODUCTS

#### **CRS Reports**

"Emergency Relief for Disaster-Damaged Roads and Public Transportation Systems" (R45298)

"Federal Aviation Administration (FAA) Reauthorization Issues and Debate in the 115th Congress" (R45207)

#### "Prioritizing

Waterway Lock Projects: Barge Traffic Changes" (R45211)  
"Rural Highways" (R45250)

#### "Trends in Public Transportation Ridership: Implications for Federal Policy" (R45144)

#### **In Focus**

"Security of Air Cargo Shipments, Operations, and Facilities" (R45082)  
"Buy America and the Electric Bus Market" (IF10941)  
"Locomotive Idling, Air Quality, and Blocked Crossings" (IF10978)

#### **Insights**

"Congressional Debate on FAA Reauthorization Charts New Legislative Path" (IN10863)

"Department of Transportation Considering Changes to Trucking Hours of Service Rule" (IN10963)

"'Duck Boat' Accident Highlights Gap in Regulation" (IN10932)

"The Electronic Logging Device (ELD) Controversy" (IN10948)

#### **Video Briefs**

"Airport Improvement Program" (WVB00193)

"Air Traffic Control Reform" (WVB00189)



## MAJOR POLICY ISSUES

### VETERANS

Congress focused on issues facing America's veterans, passing several major pieces of legislation with the goal of improving veterans' health care, benefits and services. After more than two years of discussion, Congress passed the VA MISSION Act. As part of this effort, Congress relied on CRS to provide analytical and background support.

**Veterans Benefits.** Attorneys provided research and analysis to Congress regarding the implementation of P.L. 115-41, the Department of Veterans Affairs Accountability and Whistleblower Protection Act of 2017, as well as on legislation seeking to repeal the act for certain parties. Attorneys assisted staffers with draft legislation affecting veterans, including legislation relating to veterans' credit; tax debts for veterans; H.R. 5521, regarding covenants not to compete; expanding oversight of veteran medical facilities; imposing limits on the ability of certain nonprofits to receive Veterans Affairs (VA) grants; and oversight of veterans' charities. Attorneys also assisted congressional staffers with general inquiries regarding veterans, including accrual of disability benefits upon the veteran's death, discrimination against veterans on the basis of receiving veteran benefits, disciplinary procedures and whistleblower protections for employees of the

Department of Veterans Affairs, and fertility treatments for veterans. Additionally, attorneys provided research and analysis on actions the Department of Veterans Affairs took to eliminate or reduce the use of social security numbers as identifiers.

**VA MISSION Act.** In June 2018, the VA MISSION Act of 2018 was signed into law. Leading up to enactment, while congressional Veterans' Affairs committees debated various proposals to implement a permanent veterans' community care program to replace the temporary Veterans Choice Program, CRS assisted congressional staff and committees with various provisions of the legislative proposals. Moreover, as committees explored options for VA capital asset review, CRS assisted this effort by providing examples from the independent Defense Base Closure and Realignment (BRAC) Commission process.

## CRS created 7 new products in the area of veterans.

### SELECTED PRODUCTS

#### CRS Reports

"Department of Veterans Affairs FY2018 Appropriations" (R45047)

"Harry W. Colmery Veterans Educational Assistance Act of 2017 (P.L. 115-48)" (R45205)

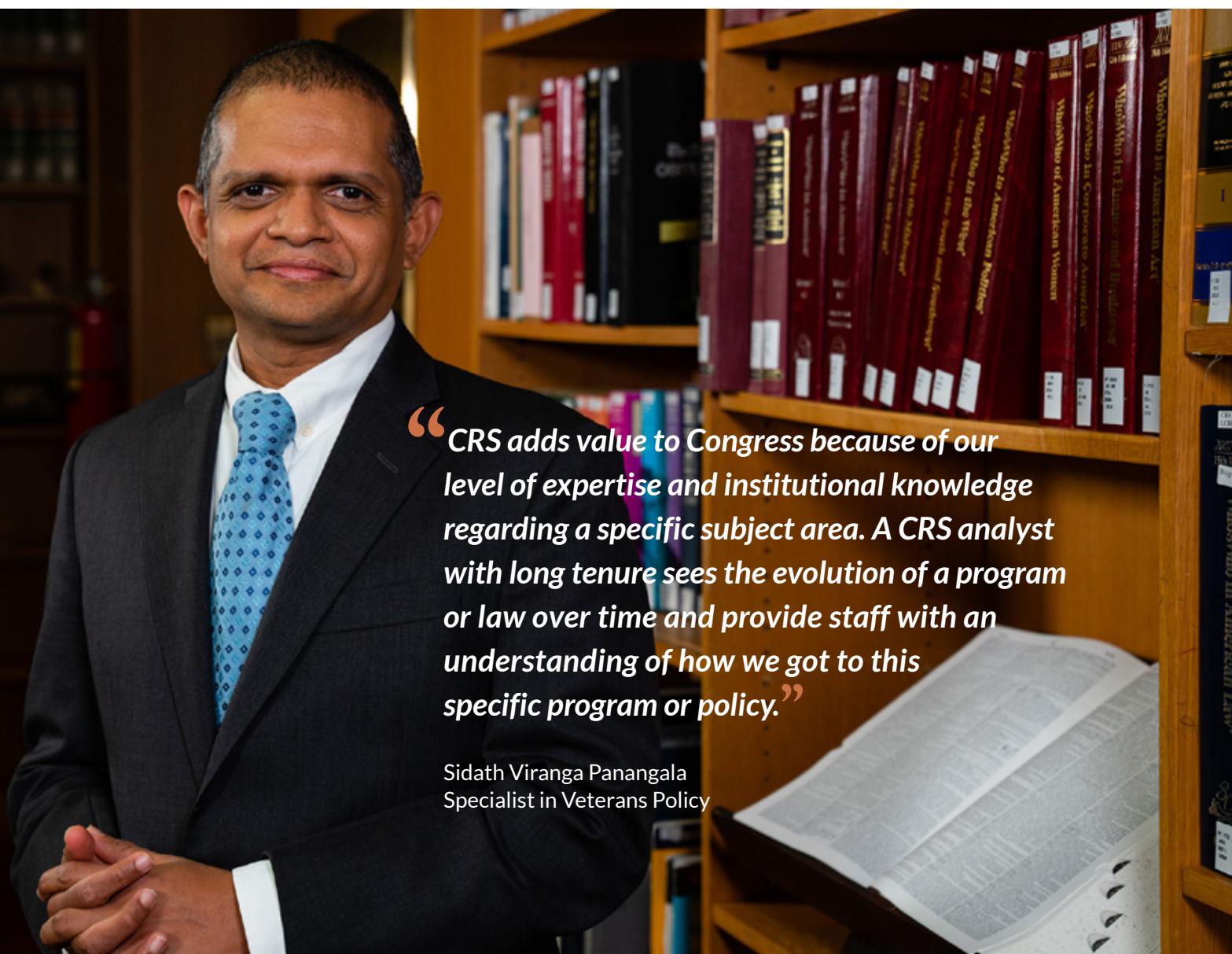
#### In Focus

"DOD's Troops to Teachers Program (TTT)" (IF10850)

"Farm Bill Primer: Support for Veteran Farmers and Ranchers" (IF10826)

### NOTABLE EVENT

"Service Member-to-Veteran Transitions: Education and Employment," held July 18, 2018, provided information about federal programs and their respective roles in supporting separating and recently separated service members in transition from active duty military to civilian employment and higher education.



## MAJOR POLICY ISSUES

# WORKFORCE AND LABOR

Overall labor market performance and federal programs to support workers' well-being have been of broad and longstanding interest to Congress. CRS provided extensive analytic and technical support to Congress on a wide range of workforce policy issues, including financially-troubled pension plans, workers' access to paid family leave, and myriad aspects of federal workforce development programs—notably, the implementation of a new performance accountability system for the Workforce Innovation and Opportunity Act. In addition, the Service provided objective analysis of recent employment and earnings trends, exploring recent patterns and how economic forces may shape the labor market in the near future.

**Civil Rights.** Attorneys provided numerous consultations to Congress and in-depth research and analysis regarding sexual harassment law generally and specifically. Attorneys analyzed legislation to amend the Congressional Accountability Act to address sexual harassment allegations against Members and nondisclosure agreements, and attorneys also analyzed legal issues in connection with transgender persons and their service in the military, including the presidential memoranda on the issue and four lawsuits regarding military policies with respect to transgender persons. CRS analyzed legal issues regarding Title IX issues related to harassment, assault, investigations and oversight/liability, particularly in the wake of the Department of Education's recension of its Title IX guidance and the case involving U.S. gymnastics.

**Labor Law.** The Supreme Court issued a seminal opinion on public-sector union dues, *Janus v. American Federation of State, County and Municipal Employees, Council 31* (AFSCME), and attorneys provided to Congress research and analysis previewing the case and analyzing the Court's opinion and its implications for Congress. The Supreme Court issued *Epic Systems Corp. v. Lewis*, holding that the Federal Arbitration

Act of 1925 (FAA) generally requires the enforcement of arbitration agreements between employers and employees, and attorneys provided analysis on the decision generally, its consequences for arbitration and its impact on the National Labor Relations Act. Attorneys also provided consultations, research and analysis on a wide range of labor-related issues, including wage and hour rules, hearings and representation elections, overtime and tip pools under the Fair Labor Standards Act, National Labor Relations Board membership, and decisions and joint employer issues.

**Labor Market Patterns and Wage Trends.** The period since 2007 has been a time of change for labor markets. The Great Recession of 2007–2009, the longest and deepest recession since the Great Depression, caused the unemployment rate to briefly reach 10 percent and labor markets have subsequently experienced a long and gradual recovery. Congress relied upon CRS to track, analyze and report on labor force metrics, including the unemployment rate and various other measures of labor force underutilization and wage trends, in order to shed light on the dimensions of the recovery. This resulted in numerous CRS products and responses to requests for more nuanced examinations of the nature of the recovery.

# CRS created **43** new products in the area of workforce and labor.

## SELECTED PRODUCTS

### **CRS Reports**

"Data on Multiemployer Defined Benefit (DB) Pension Plans" (R45187)

"Joint Select Committee on Solvency of Multiemployer Pension Plans: Structure, Procedures, and CRS Experts" (R45107)

"Overtime Exemptions in the Fair Labor Standards Act for Executive, Administrative, and Professional Employees" (R45007)

"Policy Options for Multiemployer Defined Benefit Pension Plans" (R45311)

"Real Wage Trends, 1979 to 2017" (R45090)

"Sexual Harassment and Title VII: Selected Legal Issues" (R45155)

"Unemployment and Employment Programs Available to Workers Affected by Disasters" (R45182)

### **In Focus**

"Universal Basic Income Proposals for the United States" (IF10865)

### **Insights**

"The Opioid Epidemic and the Labor Force" (IN10828)

"Status of FY2019 LHHS Appropriations" (IN10944)

### **Legal Sidebar**

"Addressing Sexual Harassment by Modifying the Congressional Accountability Act of 1995: A Look at Key Provisions in H.R. 4924" (LSB10067)

"Association Health Plans: Some Key Aspects of the Labor Department's Proposed Rule" (LSB10078)

"Joint Employment and the Save Local Business Act" (LSB10030)

"NLRB Rejects Former Standards Following Appointment of New Members" (LSB10062)



Jon O. Shimabukuro, legislative attorney, works on an array of legal issues including labor law.

## Multiemployer Pensions and Pension Benefit Guaranty Corporation Solvency.

The Service provided support for Congress on a number of issues that affect private-sector pensions. Most notably, the Bipartisan Budget Act of 2018 created the Joint Select Committee on Solvency of Multiemployer Pension Plans, a committee charged with formulating recommendations and legislative language that will improve the solvency of multiemployer pension plans and the Pension Benefit Guaranty Corporation (PBGC), which insures private-sector defined benefit pension plans. CRS assisted Congress with briefings, reports on multiemployer pension plans and analysis of the challenges that the committee was addressing.

## Unemployment Compensation.

The Service provided support for two enacted laws that made changes to the joint federal-state Unemployment Compensation (UC) program. In March 2017, using the Congressional Review Act, H.J. Res. 42 repealed a federal rule that implemented drug testing of certain UC applicants in certain circumstances. The Department of Labor is in the process of issuing a new rule to implement this drug testing. Additionally, the Bipartisan Budget Act of 2018 enacted changes to the financing of the UC benefits in the U.S. Virgin Islands as well as reemployment services for UC claimants. CRS assisted congressional clients on these issues, including analysis of major developments.





## OPTIMIZING RESOURCES

The second of CRS's two directional goals is to:

### **Optimize resource utilization**

CRS continuously examines its organizational enterprise to ensure it is properly aligned to meet Congress's needs. In fiscal 2018, the Service engaged in strategic and directional planning to set priorities, focus energy and resources, strengthen operations, ensure that staff and stakeholders are working toward common goals, establish agreement around intended outcomes, and assess and adjust the organization's direction in response to a changing environment. CRS also began or continued several initiatives in the areas of human resources management, technology, knowledge management, policies and guidelines, and communications.

## STRATEGIC AND DIRECTIONAL PLANNING

The Service engaged in strategic and directional planning in coordination with the Library. Its planning was informed by insightful feedback from congressional users. CRS established 12 working groups to inform the Service's directional plan. The groups were tasked to examine the strategic importance of a number of initiatives deemed critical to the future direction of the Service and to develop specific recommendations, action items, timelines and metrics for their accomplishment. The groups were comprised of management and staff

and represented every aspect of CRS operations. The working groups identified a number of objectives and recommended actions to be taken over the next five years. Valuable insight was also gained from discussions with staff in a variety of venues: brown bag lunch dialogues, all-staff meetings, focus group sessions, and senior and middle management meetings. The CRS directional plan supports the implementation of the goals and objectives identified in the Library's strategic plan for 2019-2023.

## HUMAN RESOURCES MANAGEMENT

### Diversity and Inclusion

CRS continues to advance a diversity and inclusion strategy. The strategy's goals are to foster a culture of inclusion, support a diverse and inclusive workforce, and recruit and retain a diverse workforce. In fiscal

2018, two working groups—the Workplace Inclusion Working Group and the Diversity Recruitment and Retention Working Group—began the development of project plans to implement actionable steps to further those strategic goals. The actionable steps align with



the Library's strategic goal to optimize resources by investing in talent for the future.

### Internships

Internships serve to introduce talented individuals to CRS. Interns representing 39 different undergraduate and graduate programs were hired to work in five research divisions and three infrastructure offices. Twenty intern selections were made through the spring/summer Student Diversity and Inclusion Internship Program, including seven students recruited through the Hispanic Association of Colleges and Universities. In addition, the CRS volunteer internship program welcomed 37 interns, providing them an opportunity to observe and learn about the legislative process at the national level. CRS also served as a host agency for several external internship programs.

### Performance Management and Training

The Service educated staff on performance management requirements and processes and gathered input on strengthening the program. It evaluated performance ratings during fiscal 2013-2017 to examine the five levels of performance ratings: outstanding, commendable, fully successful, minimally successful and unsuccessful. CRS also supported efforts that emphasized performance accountability and recognition. Recurring performance management training was a high priority in supporting professional development. The Service held regular training sessions for new managerial staff to increase overall timeliness and compliance in performance plans and evaluations. The staff intranet site and the supervisors' web portal featured additional information, articles and videos on the performance management process.

### Staff Recognition and Appreciation

In recognition of staff accomplishments, the Service held its annual Staff Appreciation Week in June. The annual staff appreciation ceremony highlighted employee accomplishments and contributions throughout the year. In recognition of exceptional work



done in support of Congress and the CRS mission, the Director's Award was awarded to a specialist in the Domestic Social Policy division. Other awards to recognize exceptional service include certificates of achievement; time-off and on-the-spot awards; and outstanding performance ratings.

### Training and Development

The Service continues to prioritize professional development and training, empowering staff to strengthen and maximize their knowledge and skills. Staff engaged in a variety of training initiatives, including the following.

**Professional Writing Training.** A curriculum of both vendor-led and in-house writing courses helped staff acquire new skills in developing effective written communications.

**Presentations Delivery Training.** Courses included formal training on core elements of oral presentations

and specialized training in areas such as delivery and style; structure, content and language; panels and difficult questions; and visuals and takeaways.

**Leadership Training.** A leadership module focused on building skills in communications, problem solving and coaching.

**Senior Executive Forums.** A new set of executive briefings was introduced for senior leadership in the areas of leading people, leading change and building coalitions.

**Mentoring Program.** New staff members were matched with mentors to help familiarize the new employees with CRS's mission, operations and culture.

**"Hot Topics" Discussions.** Ongoing discussions engaged staff on issues related to their work or work environment. The discussions primarily focused on geographical information systems and tools used to develop maps that enrich the analysis and presentation of products.

## TECHNOLOGY

### Integrated Research Information System (IRIS)

With the initial year of funding provided in the Consolidated Appropriations Act of 2018, and in collaboration with the Library, CRS moved ahead to modernize its information technology systems. The Integrated Research Information System (IRIS) will leverage the latest advances in web-based technologies to provide an agile and flexible infrastructure that will enable efficient plug-and-play of technologies for rapid deployment and use by CRS staff and Congress. The new integrated environment will support CRS's work for Congress in four key areas: information research, policy and data analysis, content creation and product delivery. The platform will integrate a content management system (CMS), authoring and publishing tools, and other systems and applications required to perform expert research and analysis as well as create and deliver a broad range of

products and services to Congress. The new system will improve efficiency and creativity in CRS operations, while continuing to protect the security and confidentiality of congressional data. CRS will continue to engage both its own staff and Congress throughout an iterative series of development and implementation phases expected to be conducted over the lifecycle of the project.

### IT Centralization

The Library continued its three-phase reorganization of information technology (IT) management and operations under the Office of the Chief Information Officer (OCIO). As part of IT centralization phase 1.5, technical staff from CRS's former Office of Information Management and Technology were organizationally transferred into OCIO while maintaining their focus on supporting CRS and Congress.

## OPTIMIZING RESOURCES



Katie Sebby, cataloging and metadata librarian, manages CRS archives.

## KNOWLEDGE MANAGEMENT AND INTRANET GOVERNANCE

CRS's products and services reflect the expertise and knowledge of its staff. A great deal of institutional memory on enduring public policy issues is retained within the organization. As longtime staff retire, it is important that the Service preserves the tacit knowledge gained from years of experience in serving Congress and that the Service makes this knowledge accessible to newer staff so as to reduce the learning curve and offer opportunities to build upon previous knowledge. Led by its Knowledge Services Group (KSG), CRS embarked on a knowledge management initiative at the beginning of fiscal 2018. Activities under this initiative included the development of the CRS Research Portal, which consolidated research materials and documented best

practices used by analysts to respond to selected policy issues. By the end of the fiscal year, 18 research sites that contained approximately 20,000 documents were added to the portal, with 20 additional sites currently in development. Other activities under the knowledge management initiative included the digitization of frequently used or critical/one-of-a-kind materials to improve accessibility as well as to prevent wear and tear. In addition, a project to inventory print collections in CRS began. KSG also led the development of divisional intranets and portals. A CRS-wide governance group was established in fiscal 2018 to establish guidelines to ensure consistency and sustainability in this effort. The first divisional portal launched in October 2018.

## POLICIES AND GUIDELINES

The Policy Working Group continued its review and dissemination of CRS policies and guidelines. The group's efforts are designed to ensure that staff understand their ethical and professional responsibilities and that their work conforms to CRS's core values. The

working group sought staff input prior to publishing revised or updated policies to ensure that the policies were clear and meaningful. The group also reviewed interim and other guidance for CRS staff.

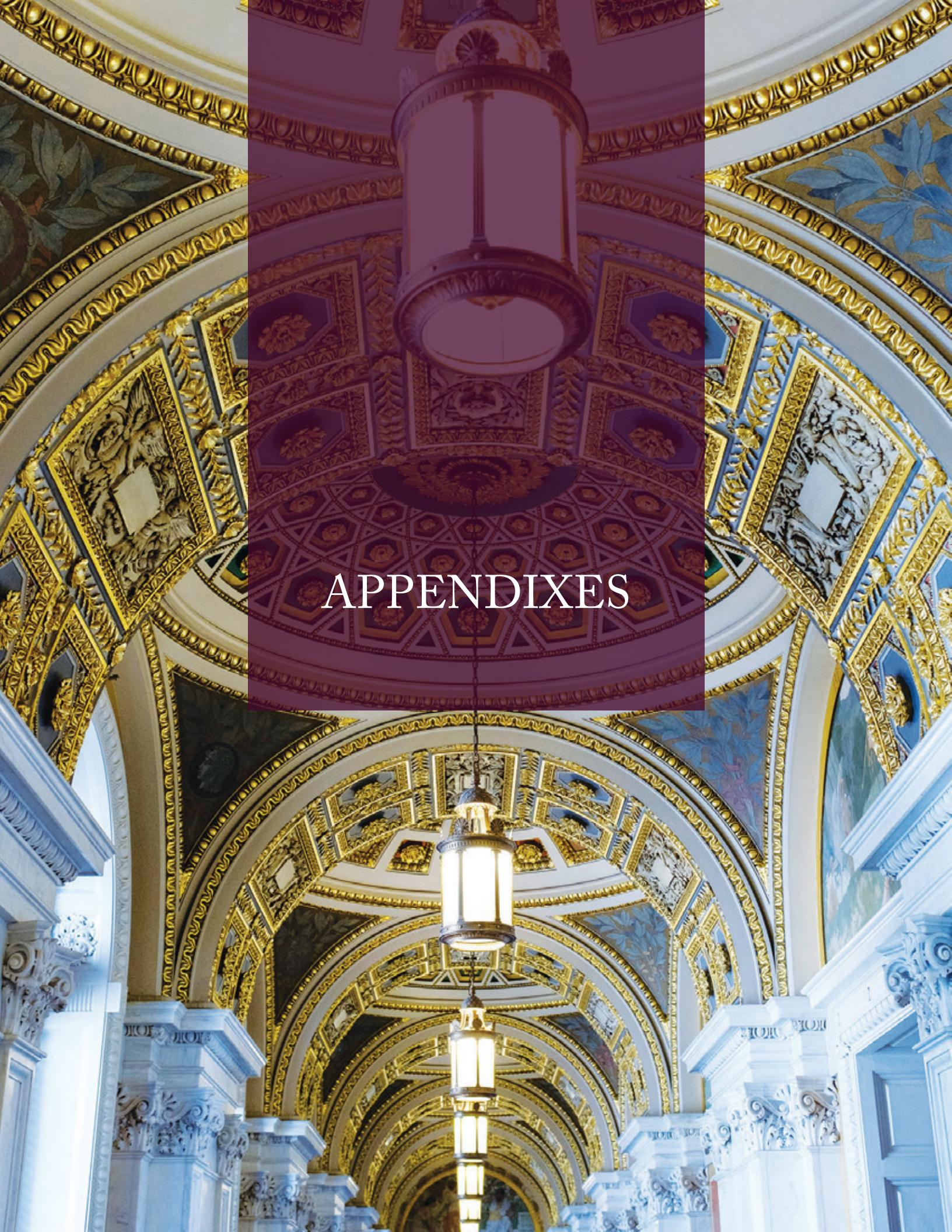
## COMMUNICATIONS

As part of its strategic planning efforts, CRS established an Internal Communications Working Group, which built upon the work of a Communications Advisory Group that started in fiscal 2017. The working group explored current and best practices in several areas and submitted recommendations to the Director to help inform the CRS Directional Plan. In fiscal 2018, the communications team made updates and improvements to the CRS intranet site and to the

weekly staff newsletter. The office also continued efforts to strengthen congressional awareness of CRS products and services. For example, the office sought to increase CRS's Twitter presence by increasing the number of tweets posted per day and by conducting five email outreach campaigns. Over the course of the fiscal year, the CRS Twitter account saw a 16 percent follower increase and a 166 percent increase in average monthly impressions.

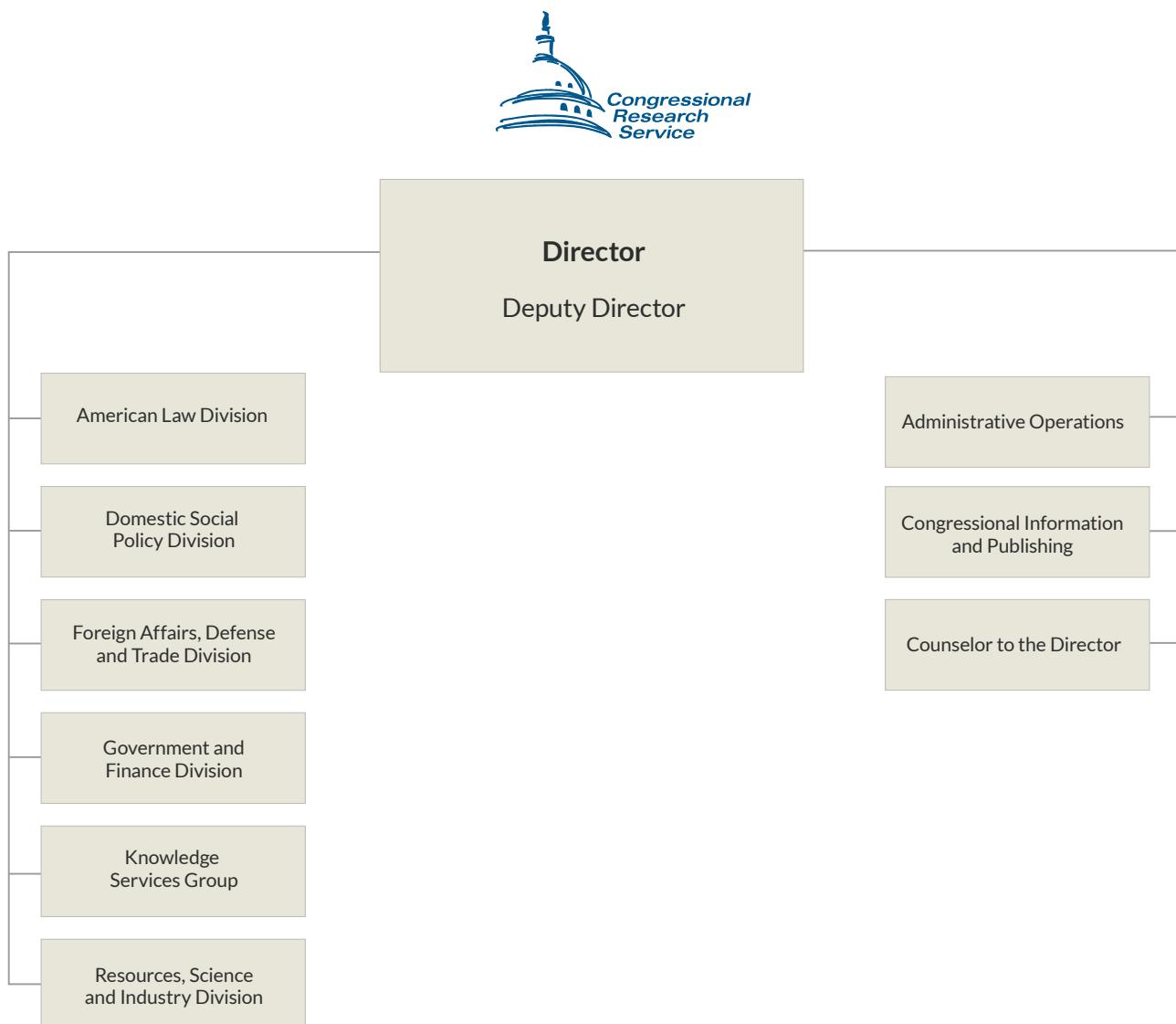


Stephen Dagadakis heads the Congressional Programs and Communications Office.

The background of the entire page is a collage of three images. The left image shows a curved ceiling with gold leaf and green floral decorations. The middle image is a close-up of a ceiling with a central light fixture, featuring a geometric pattern of gold and blue hexagons. The right image shows a wall with blue and gold painted foliage. Overlaid on this collage is a large, semi-transparent dark red rectangle.

# APPENDIXES

## A. ORGANIZATION CHART



## APPENDIX B. OFFICES AND DIVISIONS

### LEADERSHIP AND RESEARCH SUPPORT OFFICES

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**The Office of the Director** is headed by Director Mary B. Mazanec, who was nominated by the Librarian of Congress and confirmed by the Joint Committee on the Library of Congress in 2011. Director Mazanec works to advance and fulfill the Service's statutory mission, as well as to define strategic directions, set priorities, supervise the research divisions and research support offices, oversee the multidisciplinary approach to research and analysis in support of Congress, and create and execute the budget. In consultation with the Director, Deputy Director T.J. Halstead is responsible for research and management, formulation and implementation of Service policies, and serving as CRS spokesperson and liaison. Deputy Director Halstead also oversees the Review Office and the Congressional Programs and Communications Office, which are housed in the Office of the Director. The Review Office ensures that the Service meets its congressional clients' expectations for timely research and analytical support by reviewing all products for accuracy, objectivity and lack of partisan bias. The Congressional Programs and Communications Office coordinates seminars and programs for congressional clients; engages in outreach to Congress; produces multimedia, including video, for clients; and manages media requests, social media, website and internal communication.

**The Office of the Counselor to the Director** examines and defines the range of legal and policy questions and issues that arise from the operations of CRS, as well as its relationship with Congress, other service units within the Library of Congress and other legislative support agencies. It also serves as the principal legal and policy

advisor to the Director, Deputy Director and other senior management officials. The office is responsible for formulating, negotiating, advising and implementing policies and legal positions on matters that emerge from interactions between management and the labor organization. Additionally, the office is responsible for managing the receipt and assignment of congressional requests that come into the Service through the Congressional Services Section, providing authoritative guidance on policy questions involving sensitive or complex congressional requests, and supporting outreach to congressional clients.

**The Office of Administrative Operations** manages the business operations of the Service and its strategic planning and oversees all human resources management capabilities. It also serves as the Service's primary liaison to the Library in performing supportive functions or operations and collaborating on strategic human resources issues. The business operations section directs finance and budget, procurement, facilities management and administrative programs. This includes the coordination of the internal control programs, preparation of the annual budget request, evaluation of resource requirements, and formulation and execution of the fiscal operating plan. The office controls all contracting and procurement actions as well as the acquisition and distribution of research materials and support for travel and training activities. The office administers payroll, maintains property and workplace security, and manages conference space. The human resources management section of the office provides a comprehensive package of services and programs

designed to attract, develop and retain quality talent that can respond to the research and information needs of Congress. The section also employs specific recruitment strategies to maintain a diverse and inclusive workforce, develops training seminars and professional development opportunities for staff, and administers the performance management system.

**The Office of Congressional Information and Publishing** facilitates and enhances congressional access to timely and authoritative legislative information and public policy expertise. In close consultation with authors, the office reviews, edits, publishes and provides graphics and production support for reports and related

products. It organizes, analyzes and publishes legislative information, such as summaries of pending legislation provided through the Congress.gov platform and the Legislative Information System. The office also works in partnership with other Library units, the Clerk of the House of Representatives, the Secretary of the Senate, the Government Publishing Office and other legislative branch offices in order to ensure accurate, timely and complete access to legislative information. The office develops innovative tools to improve understanding of legislative documents, responds to congressional queries about the use and content of legislative information systems, and maintains authoritative Member and staff data records.

## RESEARCH DIVISIONS

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**The American Law Division** provides objective, authoritative and nonpartisan legal analysis and consultation to Members of Congress and their staff on issues of national importance that arise as part of the legislative process or that are otherwise of interest to Congress. Division attorneys advise Congress on its legislative and oversight powers under the Constitution, delineating the limits of federal power over individuals and the states, illuminating challenges to enacted legislation and potential problems with contemplated legislation, and examining constitutional and statutory issues, including the separation of powers, individual rights, federalism and statutory interpretation. Members of Congress and their staff consult with division attorneys on all facets of law in the United States, including administrative, business, civil rights, cybersecurity, energy, environmental, immigration, intellectual property, international, labor, military, national security, procurement, tax and trade law. The American Law Division prepares and updates the *Constitution of the United States: Analysis and Interpretation*, which has served as the nation's Constitution of record for more than 100 years and which documents for Congress and the public how constitutional interpretations and applications have evolved over time.

**The Domestic Social Policy Division** offers Congress research and analysis in the broad area of domestic social policies and programs. Issue and legislative areas include: education and training, health care and financing, Social Security, public and private pensions, social welfare programs, nutrition assistance, housing, immigration, drug control, crime and criminal justice, labor and occupational safety, unemployment and workers' compensation, and other issues related to persons with disabilities, the aged, the poor, children and families, and veterans. Analysts use multiple disciplines in their research, including program and legislative expertise, quantitative methodologies and economic analysis.

**The Foreign Affairs, Defense and Trade Division** is organized into eight regional and functional sections that follow critical worldwide security and political and economic developments for Congress. These include U.S. relations with individual countries; regional trends; transnational issues such as terrorism, refugees and other humanitarian crises; global health; nonproliferation; and global institutions such as the United Nations. The division also addresses U.S. foreign aid programs and strategies, resource allocations, State Department budget and functions, international debt, public diplomacy and

legislation on foreign relations. Research responsibilities include national security policy; military strategy; conflict dynamics; intelligence; U.S. and foreign weapons systems; military operations; defense acquisition; compensation, health, and social issues in the military; the defense budget; cybersecurity in defense and intelligence; the impact of advanced technologies on global security; and U.S. domestic and overseas military bases. The division examines key international economic developments and the roles and responsibilities of international financial institutions in addition to trade-related legislation, policies, programs and U.S. trade performance and investment flows. Attention is also given to trade negotiations and agreements, export promotion, import regulations and tariffs.

**The Government and Finance Division** focuses on the organization, structure, operations and management of Congress and its support agencies, as well as the appropriations and legislative process and the congressional budget. Among the financial issues covered by the division are banking, financial institutions, insurance, mortgages and securities, taxation, public finance, fiscal and monetary policy, and the public debt. Other research addresses the interaction between taxes and interest rates and macroeconomic policy. Additionally, the division responds to requests on the organization, management and funding of the federal executive and judicial branches, judicial and executive branch nominations, government personnel and the civil service, the presidency and vice presidency, and government information policy and privacy issues. The division is responsible for policy work in the areas of intergovernmental relations and forms of federal aid; federalism, statehood and U.S. territories;

economic development, federal planning for and response to emergencies, disasters and acts of terrorism in the United States; the census; reapportionment and redistricting; elections; and campaign finance, lobbying and political parties. Lastly, the division plays a leading role in addressing congressional needs in the area of cybersecurity.

**The Knowledge Services Group** responds to congressional requests and partners with analysts and attorneys to provide authoritative and reliable information for Congress. Reference librarians author descriptive products and support CRS analysts and Congress by finding solutions for their information needs. The geographical information system (GIS) team provides geospatial analysis and mapping services, and staff also captures, organizes and manages information and data to facilitate future use.

**The Resources, Science and Industry Division** covers an array of legislative issues for Congress involving natural resources and environmental management, science and technology, and industry and infrastructure. Resources and management work includes policy analysis on the environment; public lands, water and other natural resources issues; agriculture; food; fisheries; and energy. Science and technology coverage includes policy analysis of general science and technology issues, civilian and military research and development, information technology and telecommunications, and space and earth sciences. Industry and infrastructure support issues include policy analysis on transportation and related infrastructure, industrial market structure and regulation, and sector-specific industry analysis.

## APPENDIX C. BUDGET, RESOURCES AND OTHER FUNDING



The Service managed \$119.28 million in appropriated funds and \$627,297 in grant funds. CRS conducted seminars for Members of Congress and their staff with supplemental funding from nonprofit foundations such as the Democracy Fund, the William and Flora Hewlett Foundation, the Henry Luce Foundation, the Catherine D. and John T. MacArthur Foundation and the Pew Charitable Trusts.

Grant funds also supported the “115th Congress, Second Session: Issues and Policy Seminar,” held in March 2018. This all-day program provided congressional staff with an objective and nonpartisan overview of pertinent issues facing the 115th Congress and a forum to discuss those issues with legislative colleagues and CRS experts in a confidential setting.

Additionally, grant funds enabled the Service to host 14 advanced seminars. Of these programs, CRS conducted

two single-session seminars on the farm bill and oil prices volatility, as well as the following three thematic series:

- “Master the Legislative Process.” This series built on its success from the previous year and used recent floor examples to examine how rules and procedures have an impact on legislative outcomes.
- “Challenges to the Global Order.” This series provided analysis and insight to help participants understand and respond to the potential impact on U.S. interests on the critical factors and trends that are shaping global order and restructuring the international system.
- “Disruptive Technology.” This series provided an opportunity for congressional staff to better understand the impact of disruptive technologies and the policy challenges and opportunities they create.

## APPENDIX D. NEW PRODUCTS

### AGRICULTURE AND FOOD

Agricultural Trade Balances Under NAFTA, by Renée Johnson. 2 p. (IF10800)

Agricultural Trade with Mexico and the Preliminary U.S.-Mexico Agreement in NAFTA Negotiations, by Jenny Hopkinson. 3 p. (IN10962)

Agriculture and Related Agencies: FY2018 Appropriations, by Jim Monke. 24 p. (R45128)

Agriculture and Related Agencies: FY2019 Appropriations, by Jim Monke. 25 p. (R45230)

Agriculture Appropriations: Animal and Plant Health, by Sahar Angadjivand. 2 p. (IF10953)

Agriculture Funding in the Bipartisan Budget Act of 2018, by Jim Monke and Megan Stubbs. 2 p. (IF10829)

Agriculture in the WTO: Rules and Limits on U.S. Domestic Support, by Randy Schnepf. 12 p. (R45305)

Animal and Plant Export Health Certificates in U.S. Agricultural Trade, by Sahar Angadjivand. 11 p. (R45267)

Canada's Dairy Supply Management System, by Joel L. Greene and Andres B. Schwarzenberg. 4 p. (IN10973)

China's Retaliatory Tariffs on Selected U.S. Agricultural Products, by Jenny Hopkinson. 3 p. (IN10880)

Commodity Credit Corporation: Q&A, by Megan Stubbs. 3 p. (IN10941)

Craft Alcoholic Beverage Industry: Overview and Regulation, by Renée Johnson and Sean Lowry. 2 p. (IF10973)

Dairy Provisions in the Bipartisan Budget Act (P.L. 115-123), by Joel L. Greene. 2 p. (IF10833)

Dairy Revenue Protection Insurance, by Joel L. Greene and Isabel Rosa. 2 p. (IF10985)

Efforts to Address Seasonal Agricultural Import Competition in the NAFTA Renegotiation, by Renée Johnson. 14 p. (R45038)

Endangered Species Considerations in Pesticide Use Restrictions: Background and Legislation, by Jerry H. Yen, Pervaze A. Sheikh and Kezee Procita. 2 p. (IF10903)

Errors and Fraud in the Supplemental Nutrition Assistance Program (SNAP), by Randy Alison Aussenberg. 58 p. (R45147)

Expiration of the 2014 Farm Bill: Some Potential Implications, by Jim Monke. 2 p. (IF10989)

Farm Bill 101: Commodity Support Programs. Presenter: Randy Schnepf. (WRE00221) (WVB00195)

Farm Bill 101: Conservation. Presenter: Megan Stubbs. (WRE00225) (WVB00199)

Farm Bill 101: Energy Title. Presenter: Mark A. McMinimy. (WRE00232) (WVB00208)

Farm Bill 101: Federal Crop Insurance Program. Presenter: Randy Schnepf. (WRE00223) (WVB00197)

Farm Bill 101: Introduction. Presenter: Mark A. McMinimy. (WRE00228) (WVB00203)

Farm Bill 101: SNAP and Other Nutrition Title Programs. Presenter: Randy Alison Aussenberg. (WRE00220) (WVB00194)

The following acronyms are used: AST = appropriations product, IF = in focus, IG = infographic, IN = insight, R = report, TE = testimony, WPD = podcast, WPE = seminar, WRE = recorded event, LSB = legal sidebar, and WVB = video brief

Farm Bill Primer: Budget Issues, by Jim Monke. 2 p.  
(IF10783)

Farm Bill Primer: Dairy Safety Net, by Joel L. Greene. 2 p.  
(IF10750)

Farm Bill Primer: Federal Crop Insurance, by Isabel Rosa.  
2 p. (IF10980)

Farm Bill Primer: Programs Without Baseline Beyond  
FY2018, by Jim Monke. 2 p. (IF10780)

Farm Bill Primer: Support for Veteran Farmers and  
Ranchers, by Renée Johnson. 2 p. (IF10826)

Farm Bills: Major Legislative Actions, 1965–2018, by Jim  
Monke. 9 p. (R45210)

Farm Credit Administration Board Members, by Jim  
Monke. 2 p. (IF10767)

Farm Policy: USDA's Trade Aid Package, by Randy  
Schnepf, Megan Stubbs, Jim Monke and Jenny  
Hopkinson. 13 p. (R45310)

FDA to Consider Whether and How to Lower  
Permissible Nicotine Levels in Cigarettes, by  
Matthew B. Barry. 2 p. (IN10901)

Federal Crop Insurance: Delivery Subsidies in Brief, by  
Isabel Rosa. 9 p. (R45291)

Federal Crop Insurance for Specialty Crops, by Renée  
Johnson and Isabel Rosa. 2 p. (IF10765)

Federal Crop Insurance: Program Overview for the 115th  
Congress, by Isabel Rosa. 30 p. (R45193)

Federal Milk Marketing Orders: An Overview, by Joel L.  
Greene. 20 p. (R45044)

Forest Service Assistance Programs, by Katie Hoover. 21 p.  
(R45219)

Greenhouse Gas Emissions and Sinks in U.S. Agriculture,  
by Renée Johnson. 2 p. (IF10979)

The House Agriculture Committee's 2018 Farm Bill (H.R.  
2): A Side-by-Side Comparison with Current Law,

by Mark A. McMinimy, Sahar Angadjivand, Randy  
Alison Aussenberg, Kelsi Bracmort, Tadlock Cowan,  
Joel L. Greene, Katie Hoover, Jenny A. Hopkinson,  
Renée Johnson, Jim Monke, Isabel Rosa, Randy  
Schnepf, Megan Stubbs, Michaela D. Platzer and  
Jerry H. Yen. 116 p. (R45197)

The House and Senate 2018 Farm Bills (H.R. 2): A  
Side-by-Side Comparison with Current Law, by  
Mark A. McMinimy, Sahar Angadjivand, Randy  
Alison Aussenberg, Kelsi Bracmort, Tadlock Cowan,  
Joel L. Greene, Katie Hoover, Jenny Hopkinson,  
Renée Johnson, Jim Monke, Isabel Rosa, Randy  
Schnepf, Megan Stubbs, Michaela D. Platzer and  
Jerry H. Yen. 261 p. (R45275)

Issues in the 2018 Farm Bill Debate. Presenters: Jim  
Monke, Mark A. McMinimy, Randy Alison  
Aussenberg, Megan Stubbs and Randy Schnepf.  
(WPE10847)

Overview of U.S.-South Korea Agricultural Trade, by  
Jenny Hopkinson. 15 p. (R45285)

Potential Effects of a U.S. NAFTA Withdrawal:  
Agricultural Markets, by Renée Johnson. 36 p.  
(R45018)

Potential WTO Implications of USDA's Proposed  
Response to Trade-Retaliation, by Randy Schnepf. 3  
p. (IN10940)

Proposed Offsets Exceed Spending for Agriculture in the  
Administration's Disaster Assistance Request, by Jim  
Monke and Megan Stubbs. 3 p. (IN10832)

Proposed Reorganization of U.S. Federal Food Safety  
Agencies, by Renée Johnson and Agata Dabrowska. 2  
p. (IF10974)

Regulation of Cell-Cultured Meat, by Joel L. Greene and  
Sahar Angadjivand. 2 p. (IF10947)

Seed Cotton as a Farm Program Crop: In Brief, by Randy  
Schnepf. 13 p. (R45143)

Standards of Identity for Foods and Plant-Based Food  
Products, by Renée Johnson. 2 p. (IF10811)

Supplemental Appropriations Proposed for Agriculture, by Jim Monke, Megan Stubbs, Randy Alison Aussenberg, Joel L. Greene and Isabel Rosa. 4 p. (IN10843)

Supplemental Nutrition Assistance Program: Errors and Fraud, by Randy Alison Aussenberg. 2 p. (IF10860)

USDA Export Market Development and Export Credit Programs: Selected Issues, by Renée Johnson. 17 p. (R44985)

U.S. Farm Commodity Support: An Overview of Selected Programs, by Sahar Angadjivand. 18 p. (R45165)

U.S. Farm Income Outlook for 2018, by Randy Schnepf. 34 p. (R45117)

WTO Disciplines on U.S. Domestic Support for Agriculture, by Randy Schnepf. 2 p. (IF10983)

## APPROPRIATIONS

2017 Disaster Supplemental Appropriations: Overview, by William L. Painter. 33 p. (R45084)

Agriculture and Related Agencies: FY2018 Appropriations, by Jim Monke. 24 p. (R45128)

Agriculture and Related Agencies: FY2019 Appropriations, by Jim Monke. 25 p. (R45230)

Agriculture Appropriations: Animal and Plant Health, by Sahar Angadjivand. 2 p. (IF10953)

Agriculture Funding in the Bipartisan Budget Act of 2018, by Jim Monke and Megan Stubbs. 2 p. (IF10829)

Army Corps of Engineers: FY2019 Appropriations, by Nicole T. Carter. 2 p. (IF10864)

Bureau of Reclamation: FY2019 Appropriations, by Charles V. Stern. 2 p. (IF10841)

Child Welfare Funding in FY2018, by Emilie Stoltzfus. 20 p. (R45270)

Comparing DHS Component Funding, FY2019: In Brief, by William L. Painter. 9 p. (R45262)

Consideration of Appropriations Bills in the House. Presenters: Bill Heniff Jr. and James Saturno. (WPE10796) (WPE10863)

Consideration of Appropriations Bills in the Senate. Presenter: Bill Heniff Jr. (WPE10865)

Department of Health and Human Services: FY2019 Budget Request, by Karen E. Lynch and Jessica Tollestrup. 14 p. (R45138)

Department of Homeland Security Appropriations: FY2019, by William L. Painter. 26 p. (R45268)

Department of Housing and Urban Development (HUD): FY2019 Budget Request Fact Sheet, by Maggie McCarty. 7 p. (R45166)

Department of State, Foreign Operations and Related Programs: FY2019 Budget and Appropriations, by Susan B. Epstein, Marian L. Lawson and Cory R. Gill. 36 p. (R45168)

Department of Transportation (DOT) Appropriations: FY2019, by David Randall Peterman. 18 p. (R45321)

Department of Veterans Affairs FY2018 Appropriations, by Sidath Viranga Panangala. 25 p. (R45047)

DOE's Office of Energy Efficiency and Renewable Energy (EERE): Appropriations Status, by Corrie E. Clark. 13 p. (R44980)

Energy and Water Development: FY2019 Appropriations, by Mark Holt and Corrie E. Clark. 29 p. (R45258)

Farm Bill Primer: Budget Issues, by Jim Monke. 2 p. (IF10783)

Farm Bill Primer: Programs Without Baseline Beyond FY2018, by Jim Monke. 2 p. (IF10780)

The following acronyms are used: AST = appropriations product, IF = in focus, IG = infographic, IN = insight, R = report, TE = testimony, WPD = podcast, WPE = seminar, WRE = recorded event, LSB = legal sidebar, and WVB = video brief

- Financial Services and General Government (FSGG)  
 FY2018 Appropriations: Independent Agencies and General Provisions, by Baird Webel, Michelle D. Christensen, Robert Jay Dilger, Patricia Moloney Figliola, R. Sam Garrett, Raj Gnanarajah, Gary Guenther, Garrett Hatch, Kristy N. Kamarck, Sean Lowry, Rena S. Miller, Barbara L. Schwemle, Jacob R. Straus, Meghan M. Stuessy and Mark P. Sullivan. 28 p. (R45254)
- Financial Services and General Government (FSGG)  
 FY2019 Appropriations and Financial Regulatory Reform, by Baird Webel, Marc Labonte and Eva Su. 4 p. (IN10950)
- Financial Services and General Government (FSGG)  
 FY2019 Appropriations: Overview, by Baird Webel. 8 p. (R45295)
- Forest Service: FY2018 Appropriations and FY2019 Request, by Katie Hoover. 2 p. (IF10898)
- FY2018 Appropriations Overview: Census Bureau and Bureau of Economic Analysis, by Jennifer D. Williams. 17 p. (R45140)
- FY2018 Defense Appropriations Act: An Overview, by Brendan W. McGarry and Pat Towell. 2 p. (IF10868)
- FY2018 Military Construction Authorizations and Appropriations, by Christopher T. Mann. 69 p. (R45217)
- FY2019 Appropriations for the Department of Energy, by Corrie E. Clark. 4 p. (IN10868)
- FY2019 Defense Appropriations Bill: An Overview of House-passed H.R. 6157, by Pat Towell. 2 p. (IF10928)
- FY2019 Defense Appropriations Bill: An Overview of S. 3159, as Reported, by Brendan W. McGarry. 2 p. (IF10936)
- FY2019 Defense Budget: Issues for Congress. Presenters: Kathleen J. McInnis, Lynn M. Williams, Pat Towell, Kristy N. Kamarck and Ronald O'Rourke. (WRE00224) (WVB00198)

- FY2019 Defense Budget: Issues for Congress. Presenters: Kristy N. Kamarck, Kathleen J. McInnis, Ronald O'Rourke, Pat Towell and Lynn M. Williams. (WPE10762) (WPE10763)
- The FY2019 Defense Budget Request: An Overview, by Brendan W. McGarry. 2 p. (IF10887)
- FY2019 International Affairs Budget: Issues for Congress. Presenters: Susan B. Epstein, Cory R. Gill and Marian L. Lawson. (WPE10761) (WPE10760) (WRE00227) (WVB00201)
- FY2019 Military Construction Appropriations: An Overview of H.R. 5895 and Issues in Conference, by Brendan W. McGarry and Christopher T. Mann. 2 p. (IF10965)
- Health Resources and Services Administration (HRSA)  
 FY2019 Budget Request and Funding History: Fact Sheet, by Elayne J. Heisler. 6 p. (R45245)
- HUD FY2019 Appropriations: In Brief, by Maggie McCarty. 9 p. (R45294)
- Impact of the Budget Control Act Discretionary Spending Caps on a Continuing Resolution, by Megan S. Lynch and James V. Saturno. 3 p. (IN10817)
- Indian Health Service (IHS) FY2019 Budget Request and Funding History: a Fact Sheet, by Elayne J. Heisler. 5 p. (R45201)
- Internal Revenue Service Appropriations, FY2019, by Gary Guenther. 2 p. (IF10966)
- Labor, Health and Human Services and Education:  
 FY2018 Appropriations, by Jessica Tollestrup, Karen E. Lynch, David H. Bradley, Ada S. Cornell, Agata Dabrowska, Cassandra Dortch, William R. Morton and Angela Napili. 58 p. (R45083)
- Legislative Branch: FY2019 Appropriations, by Ida A. Brudnick and Sarah J. Eckman. 31 p. (R45214)
- National Oceanic and Atmospheric Administration (NOAA): FY2019 Budget Request and Appropriations, by Eva Lipiec. 2 p. (IF10907)

The following acronyms are used: AST = appropriations product, IF = in focus, IG = infographic, IN = insight, R = report, TE = testimony, WPD = podcast, WPE = seminar, WRE = recorded event, LSB = legal sidebar, and WVB = video brief

National Park Service: FY2018 Appropriations, by Laura B. Comay. 2 p. (IF10794)

National Park Service: FY2019 Appropriations, by Laura B. Comay. 2 p. (IF10900)

The National Science Foundation: FY2018 Appropriations and Funding History, by Laurie A. Harris. 17 p. (R45009)

Overview of Continuing Appropriations for FY2018 (P.L. 115-56), by James V. Saturno. 19 p. (R44978)

Overview of FY2019 Appropriations for Commerce, Justice, Science and Related Agencies (CJS), by Nathan James. 21 p. (R45237)

Overview of the Appropriations Process. Presenters: James V. Saturno, Bill Heniff and James V. Saturno. (WPE10768) (WPE10841) (WPE10902)

PEPFAR Stewardship and Oversight Act: Expiring Authorities, by Tiaji Salaam-Blyther. 2 p. (IF10797)

Proposed Offsets Exceed Spending for Agriculture in the Administration's Disaster Assistance Request, by Jim Monke and Megan Stubbs. 3 p. (IN10832)

State Election Reform Payments: FY2018 Appropriations, by Karen L. Shanton. 2 p. (IF10925)

Status of FY2019 LHHS Appropriations, by Karen E. Lynch and Jessica Tollestrup. 3 p. (IN10944)

Status of Labor-HHS-Education Appropriations at the Start of FY2018, by Karen E. Lynch and Jessica Tollestrup. 3 p. (IN10800)

Supplemental Appropriations and the 2017 Hurricane Season, by William L. Painter. 6 p. (IN10834)

Supplemental Appropriations Proposed for Agriculture, by Jim Monke, Megan Stubbs, Randy Alison Aussenberg, Joel L. Greene and Isabel Rosa. 4 p. (IN10843)

Targeting Foreign Corruption and Human Rights Violators in FY2018 Consolidated Appropriations, by Liana W. Rosen, Derek E. Mix and Michael A. Weber. 2 p. (IF10905)

Transportation, Housing and Urban Development and Related Agencies (THUD): FY2018 Appropriations, by Maggie McCarty and David Randall Peterman. 16 p. (R45022)

U.S. Fish and Wildlife Service: FY2019 Appropriations, by R. Eliot Crafton. 2 p. (IF10846)

U.S. Foreign Assistance to Latin America and the Caribbean: FY2018 Appropriations, by Peter J. Meyer. 23 p. (R45089)

U.S. Funding to the United Nations System: Overview and Selected Policy Issues, by Luisa Blanchfield. 36 p. (R45206)

## BANKING AND FINANCE

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Bipartisan Budget Act of 2018 (P.L. 115-123): CHIP, Public Health, Home Visiting and Medicaid Provisions in Division E, by Alison Mitchell, Elayne J. Heisler, Evelyne P. Baumrucker, Cliff Binder, Adrienne L. Fernandes-Alcantara, Susannah V. Gopalan, Sarah A. Lister and Amanda K. Sarata. 44 p. (R45136)

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When Does Double Prosecution Count as Double Jeopardy?, by JD S. Hsin. 3 p. (LSB10188)

## MISCELLANEOUS

APSA Orientation. Presenters: Jennifer E. Manning, Barbara Bavis, Mark J. Oleszek and Jill Ziegler. (WPE10699)

Christian Holidays: Fact Sheet, by Elizabeth C. Larson. 3 p. (R45000)

CRS Services Briefing. Presenters: Ryan J. Carney, Emiliano E. DeCastro, Anna Groves, Megan D. Meehan, Elsie S. Karnley, Lee A. Rowe and Jill Ziegler. (WPE10686) (WPE10687) (WPE10688) (WPE10702) (WPE10703) (WPE10704) (WPE10733) (WPE10734) (WPE10735) (WPE10736) (WPE10739) (WPE10743) (WPE10774) (WPE10801) (WPE10802) (WPE10844) (WPE10845) (WPE10873) (WPE10904) (WPE10905) (WPE10912) (WPE10913) (WPE10914) (WPE10915)

District/State Staff Institute. Presenters: Christopher M. Davis, Valerie Heitshusen, Megan S. Lynch, Bill Heniff Jr., Mark J. Oleszek and James V. Saturno. (WPE10742) (WPE10773) (WPE10862)

Elearn—Orientation for Congressional Interns and Volunteers. (WPE10675) (WPE10676) (WPE10677) (WPE10678) (WPE10679) (WPE10680) (WPE10681) (WPE10682)

Federal Legislative History Research: Using Print and Electronic Resources. Presenter: Barbara Bavis. (WPE10729) (WPE10730) (WPE10800) (WPE10804) (WPE10833) (WPE10838) (WPE10881) (WPE10882) (WPE10883) (WPE10884)

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Hindu Holidays: Fact Sheet, by Sundeep Mahendra. 3 p. (R45001)

Introduction to Legislative Research. (WPE10886) (WPE10793) (WPE10732) (WPE10728) (WPE10832) (WPE10731) (WPE10870) (WPE10834) (WPE10888) (WPE10887) (WPE10885)

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Muslim Holidays: Fact Sheet, by David S. Gibbs. 5 p. (R45003)

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